REPORT RESUMES

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REPORT OF THE INTERAGENCY TASK FORCE ON COUNSELING.
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COUNSELORS NEED PROJECTIONS OBTAINED FROM VARIOUS FEDERAL AGENCIES FAR EXCEED THE CURRENT AND PROJECTED SUPPLY UNDER EXISTING CONDITIONS. TO MEET THIS NEED, IT IS NECESSARY TO--(1) RECRUIT AND TRAIN MORE COUNSELORS, (2) PREPARE COUNSELORS FOR NEW DUTIES AND RESPONSIBILITIES, (3) MAKE MAXIMUM USE OF PRESENTLY EMPLOYED COUNSELORS, AND (4) PROVIDE MORE TRAINING FOR PRESENTLY EMPLOYED COUNSELORS WITHOUT COMPLETE PROFESSIONAL PREPARATION. THIS PROGRAM CAN BE MOST EFFECTIVELY IMPLEMENTED BY COORDINATION BETWEEN FEDERAL AGENCIES AND APPROPRIATE PROFESSIONAL ORGANIZATIONS. FOR THE NEXT FEW YEARS, FUNDING FOR EXPANSION WILL COME LARGELY FROM THE FEDERAL GOVERNMENT. WHILE IMMEDIATE AND VAST EXPANSION IS NOT FEASIBLE, EXISTING PROGRAMS SHOULD BE STRENGTHENED AND NEW PROGRAMS INITIATED. LEGISLATION TO SUPPORT GRADUATE, FIRST YEAR COUNSELOR TRAINING IS ADVOCATED. THIS LEGISLATION SHOULD SUPPORT TRAINING AND DEMONSTRATION PROGRAMS INVOLVING SUPPORT PERSONNEL. SUPPORT PERSONNEL, UNDER THE SUPERVISION OF PROFESSIONAL COUNSELORS, RANGE FROM CLERICAL ASSISTANTS TO SPECIALIZED TECHNICIANS. RESEARCH AND DEVELOPMENT NEEDS IN COUNSELING ARE EXAMINED. SUGGESTIONS FOR PARTICULAR RESEARCH PROJECTS ARE MADE AND THE NEED FOR COLLECTION, CLASSIFICATION, AND DISSEMINATION OF INFORMATION ON COUNSELING RESEARCH AND PRACTICE IS EXPLORED. (SK)

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REPORT OF THE INTERAGENCY TASK FORCE ON COUNSELING

Washington, D. C.

September 1967

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REPORT OF THE INTERAGENCY TASK FORCE ON COUNSELING

U. S. Department of Labor in cooperation with:

American Personnel and Guidance Association; American Psychological Association (Division of Counseling Psychology); U. S. Civil Service Commission; Committee of Regional Consultants on Counseling and Testing of the Federal Advisory Council on Employment Security; U. S. Department of Health, Education, and Welfare; U. S. Department of the Interior; U. S. Department of Justice; National Association of Social Workers, Inc.; Office of Economic Opportunity; Office of Emergency Planning; Panel on Counseling and Selection of the National Manpower Advisory Committee; President's Committee on Manpower; and the Veterans Administration

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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PREFACE

In striving to approach the goals of self-actualization for each individual, full employment, and maximum productivity in the economy, the development and appropriate utilization of the Nation's manpower are continuing requirements. There is no surer guarantee of the social and mental health of individuals, families, and communities than for each person to be educated to the maximum of his ability and desires, to be adjusted to the privileges and responsibilities of citizenship, and to be gainfully employed in suitable and satisfying work.

Related to the necessity of providing systems of education and training adequate and appropriate to the development of each individual is the responsibility of providing whatever services may be required to assist him in making the important decisions that will shape his life. This is the major mission of the counselor, and for its effective fulfillment appropriate use must be made of the tools, techniques, and accumulated knowledge of the behavioral sciences.

The increasing emphasis during recent years upon helping those who are disadvantaged socioeconomically and educationally to participate more fully and more fruitfully in all aspects of life in the United States, and particularly to help them achieve more satisfactory occupational adjustment, together with the increasing demands for services in all sectors of the economy, which accompanies economic growth and increase of population, challenge the capacity of this country to meet such needs effectively and satisfy such demands appropriately.

The problems faced by those seeking or in need of counseling services are myriad and varied. They range from educational and career choices for otherwise adjusted persons to the complex confusions that beset the disadvantaged, the disabled, and the troubled. We are fittingly committed as a Nation to the provision of encouragement and assistance to all persons who need help in overcoming such ills as undereducation, unemployment, or depressed social standards and habits. But to overcome such problems, self-determination on the part of the individual is necessary as well as assistance on the part of society. Counseling services can help such individuals make those decisions that are needed to give worth and direction to their lives.

In this deliberate penetration of the shadows of our communities, members of all helping occupations face problems that are new, and greater in quantity and intensity than those encountered in less troubled settings. No small obstacles are those of motivating the sometimes voluntary outcast and of finding better ways to assess the abilities and aptitudes of the educationally and socially disadvantaged. Great ills cannot usually be alleviated in brief periods; time, interdisciplinary effort, and varied approaches are required. The task of the various helping occupations, and of the Nation as a whole, is great; the number of trained and experienced professionals to assist with the task is limited.

The continuing shortage of qualified counselors, which has been intensified by legislation such as the Manpower Development and Training Act and the Economic Opportunity Act, has led to competition for the available supply of counselors and to emergency measures to ease specific demands. Financial assistance for the training of counselors to work in particular settings has increased the number of qualified counselors but has not been sufficient to solve the problem.

Concerned about present and anticipated difficulties in appropriately staffing programs which include the provision of counseling services, the Panel on Counseling and Selection of the National Manpower Advisory Committee proposed to the Department of Labor and to the Department of Health, Education, and Welfare a conference on government-university relations in the professional preparation and employment of counselors. The proposal was accepted and Dr. John F. McGowan, University of Missouri, served as project director. Held on June 2-3, 1965, the conference was attended by counselor educators, individuals from Federal, State, and local government, and persons from relevant professional organizations. Counselor Development in American Society is the report of the conference. Its thought-provoking papers and constructive recommendations have been basic and highly valued references for the Interagency Task Force on Counseling.

The Interagency Task Force on Counseling was assembled at the request of Stanley H. Ruttenberg, Assistant Secretary and Manpower Administrator, U. S. Department of Labor. In asking for cooperation in this important endeavor, he wrote:

> It is vitally essential that we make maximum use of our human resources in order to prevent underutilization of abilities and skills. Therefore, we should make a determination now as to how counseling services can be improved and made available to more potential workers and to those already employed.
>
> * * * *
>
> This would appear to be an appropriate time and means of coordinating and evaluating our efforts in this field and thereby developing sound plans for future programs.

The mission of the Interagency Task Force on Counseling was comprehensive:

> To determine the kinds and number of counseling and related personnel existing and needed in public programs; to examine the adequacy of existing patterns of selection, preparation, and utilization; and to develop comprehensive plans for a coordinated program for the preparation of a sufficient number of trained personnel and for their optimum utilization in providing the needed services in coordinated counseling programs.

Participating in the Task Force were representatives of various components of the Department and of other interested Federal departments and agencies and also representatives of several relevant professional associations and of counselor training institutions. We acknowledge with deep appreciation the contributions of these individuals and the cooperation of their agencies, institutions, or organizations in making them available to take part in the work of the Task Force.[1] To each, I express my sincere thanks and that of the U.S. Department of Labor.

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[1] Names of participating individuals and agencies, institutions, and organizations are listed in Appendix A.

The Interagency Task Force on Counseling met periodically from the middle of October 1965 through early March 1966. General meetings of Task Force members were held once a month, as were meetings of the steering committee. Four subcommittees were formed; their meetings were held more often: Subcommittee on Determination of Needs for Counseling and Related Personnel, R. Thayne Robson, Chairman (October through December), William G. Torpey, Chairman (January through March); Subcommittee on Preparation and Utilization of Counseling Personnel, Hubert W. Houghton, Chairman (October through February); Subcommittee on Coordination of Counseling Services, David H. Pritchard, Chairman; and Subcommittee on Research and Development Needs in Counseling, Testing,and Selection, William M. Usdane, Chairman. The amount of time that individuals were able to devote to the endeavor varied from one or two meetings to all, or almost all, of them. A first draft of the Task Force report was prepared and was submitted to members for review in August 1966. Two meetings were held to discuss the first draft and the recommendations, one in October 1966 and another in December 1966. A draft legislative proposal was also discussed at the December meeting. The final report was written after the December meeting.

David H. Pritchard served from October 1965 through March 1966 as Executive Secretary of the Task Force. He prepared much of the first draft of the report, which was based on materials from the four subcommittees. The final draft, which was based on the first draft and on the subsequent discussions, was prepared by Phoebe O. Nicholas, Richard Hill Byrne, and myself.

The report and recommendations are the result of the thinking and the cooperative efforts of many individuals with varying points of view and with different interests and affiliations, but with a common purpose: to find a solution to the problem of providing counseling and related services to all who need such services. There was substantial, but not unanimous, agreement among the participants on the various recommendations. It should be noted that the content of the report, and the recommendations, represent the views of individuals as members of the Task Force and do not necessarily represent the views of their agencies, departments, institutions, and organizations.

In submitting the final report of the Interagency Task Force on Counseling, it is our hope that it will be given careful and thoughtful consideration by all of the agencies, departments, institutions, and organizations which were represented on the Task Force. Implementation of these recommendations will increase and strengthen counseling services to the people of our country. We must do no less than our best for those whose lives we touch.

September 1967

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SUMMARY AND RECOMMENDATIONS

Summary

Projections of needs for counselors were obtained from various Federal agencies. Although the estimates are subject to limitations, as is to be expected in attempting to project manpower demands in a relatively fluid situation, the data lead to the conclusion that the supply of counselors must be increased substantially to meet adequately present and anticipated needs for services. The need is not restricted to any one agency, but the information collected indicates that the greatest demand is and will continue to be for counselors to work in educational settings. Furthermore, a sufficient number of counselor positions must be allocated in the various employment settings where counseling services are used to allow for expansion of services.

To meet the increasing demands for counseling services, it is necessary to: (1) recruit and train more prospective counselors than are now being trained; (2) prepare currently employed counselors for new duties and responsibilities, such as an anticipated increase in supervisory responsibility; (3) provide further training for individuals who are working as counselors but who have not had complete professional preparation; and (4) make maximum use of the available supply of employed counselors by (a) curtailing the number of non-counseling job duties that they must perform, (b) assigning to support personnel of various kinds those job duties of the counselor that may appropriately be delegated,[1/] and (c) increasing the use of group methods as a supplement to,

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[1/] It should be pointed out that the use of support personnel for the counselor may result in additional demand for counseling services by allowing counselors to concentrate on counseling and thereby facilitating their effectiveness.

but not as a substitute for, individual methods.

The approach to the problem of counselor supply and demand outlined in the preceding paragraph can be effectively implemented by coordinated action among Federal agencies, with the participation of appropriate professional organizations, such as the American Personnel and Guidance Association, the American Psychological Association, and the National Association of Social Workers, and with the cooperation of institutions of higher education and appropriate agencies that provide counseling, employment, social, and other relevant services. Funding for the recruitment and training of more professional counselors and counselor support personnel and for necessary related activities will depend largely on the financial assistance of the Federal Government, at least for the next few years.

Programs of counselor training cannot be vastly expanded immediately, even with additional Federal financial assistance, if the quality of the educational programs is to be maintained and improved, because of the need to increase facilities and teaching staff to accommodate large increases in enrollment. An immediate limited expansion in training programs is feasible, while efforts should be intensified to build and strengthen educational capability in established programs and to establish new programs in various institutions of higher education throughout the country.

To make maximum use of Federal financial resources in expanding training capability and in increasing the number of individuals who are prepared professionally as counselors, we suggest that legislation be proposed to support counselor training during the first graduate year, without designation in the legislation of the eventual work setting. Such legislation should provide for Federal support through a first-year graduate program in counseling which would give a basic core of preparation that would be usable regardless of setting. Individuals who would eventually be employed as school counselors, employment counselors, rehabilitation counselors, correctional institution counselors, etc., would be educated together in the same basic curriculum during their first graduate year. Differentiation of training to prepare for work in a particular setting would be provided through field work and practicum, as well as by whatever specialized courses were required and could be fitted into the one-year period. Some students would go on to a second, third, or fourth year of graduate training, depending upon the kind of work setting for which they were preparing, while others would complete their formal academic training at the end of the first graduate year. Only the first graduate year would be supported by the program we propose. Any subsidization of study beyond the first graduate year would be provided by categorical legislation for particular programs or by non-Federal fellowships and scholarships.

To free the professional counselor from those designated aspects of his job that could be performed by individuals with less extensive academic preparation, the use, where needed, of appropriately trained counselor support personnel (aides, auxiliary personnel, ancillary personnel) who would work under the supervision of the counselor is suggested.[1] Various levels of counselor support personnel can be differentiated, from clerical assistants and outreach workers through rather specialized technicians. The training of counselor support personnel would require less time than that of the professional counselor and, in some instances, could be carried out entirely in an on-the-job situation. Amount and nature of training would vary with the level of responsibility, the job duties, and the setting in which the individual would be employed. It is expected that there will be considerable variation in the amount and kind of use made of counselor support personnel, dependent upon individual agencies and their programs. Because such an approach is rather innovative within the counseling profession, it is recommended that Federal financial assistance at this stage be restricted to planning activities and to experimental and demonstration programs of training and utilization, which would include funding for the salaries of support personnel, where necessary. Legislative authorization could be a title of the same act that would support the general training of professionals discussed in the preceding paragraph, although other patterns of legislative authorization are not excluded.

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[1] It should be pointed out that we do not include in the term "counselor support personnel" individuals in other occupations who perform manpower services as part of their professional specialty. For example, employment interviewers, social workers, school nurses, and specialists in remedial education are not counselor support personnel in the sense in which the term is used here, although they may be members of a team that provides various kinds of helping services to the same individuals, as needed.

Recommendations

1. It is recommended that legislation be proposed to provide support for the preparation of counselors for the first full year of graduate education, such support to include traineeships for students and assistance to institutions for training costs and for expanding, strengthening, or developing programs of training, and for expanding or developing training facilities.
2. It is recommended that first-year programs of graduate preparation of counselors supported by the legislation proposed in Recommendation 1 include a basic core of preparation that, as much as is feasible within a one-year period, will provide: background in the behavorial sciences, a knowledge of the environment (with respect particularly to cultural influences on behavior, the world of work, educational opportunities, and community resources), an understanding of interprofessional relationships and of professional ethics, functional competence in technical aspects of the counseling process (including evaluation as well as interviewing and theory as well as practice), and an understanding of the research processes used to generate new knowledge in the field of counseling.
3. It is recommended that the agency which administers the program of support for preparation of counselors proposed in Recommendation 1 appoint such advisory panel or panels of appropriately qualified experts or consultants as are deemed necessary, to

review and make recommendations concerning grant requests under this program from institutions of higher education.

4. It is recommended that legislation be proposed to support a program of experimental and demonstration projects for planning the preparation of, preparing, and appropriately using the services of counselor support personnel at varying levels of responsibility, who will work under the supervision of counselors.

5. It is recommended that the agency which administers the program proposed in Recommendation 4 appoint such advisory panel or panels of appropriately qualified experts or consultants as are deemed necessary to review and make recommendations concerning applications for experimental and demonstration projects under this program.

6. It is recommended that legislation be proposed to establish an interagency advisory council on counseling and on counselor support personnel and that funds be appropriated for its staffing and operation.

   (a) Every Federal department or agency that has responsibility directly or indirectly for the provision of counseling services, for the training of counselors or of counselor support personnel, or for research in counseling should be represented on the council by appropriately qualified professional staff. Membership should also include representatives of relevant professional associations and training institutions and of the general public.

(b) The functions of the council should include, but should not be limited to, the following:

(1) Advise the agency or agencies that administer the programs proposed in Recommendations 1 and 4 in the preparation of general regulations and/or guidelines and with respect to policy matters arising in the administration of these programs.

(2) Periodically review and evaluate the effectiveness of the programs proposed in Recommendations 1 and 4 and, on the basis of its findings, make any necessary recommendations for improvement.

(3) Advise the executive and legislative branches of the Federal Government on budgetary and legislative matters relating to counseling and to counselor support personnel.

(4) Facilitate cooperative interagency action on the provision of counseling services in federally-assisted programs and promote and maintain a high standard of service through such cooperative endeavor.

(5) Study, advise, and make recommendations to constituent agencies for their use in working with Federal, State, or local merit systems in the specification of qualifications for counselors

and in the setting of salaries for comparable duties and responsibilities in different work settings.

(6) Study, advise, and recommend to their constituent agencies actions to improve services to counselees, including recommendations concerning workload of counselors and of counselor support personnel, facilities, and equipment.

(7) Facilitate exchange of information and cooperative working relationships at State and local levels among various agencies or institutions that provide counseling services by encouraging the establishment of State and local committees on counseling representative of the various counseling programs at State and local levels.

7. It is recommended that the Department of Labor make periodic studies, reports, and recommendations on the demand for counselors and support personnel, the supply of qualified persons and of potential trainees, recruitment needs and methods, the availability of training facilities and resources, and projections of future demand and supply of counselors and of counselor support personnel, and that the necessary funds be appropriated to support these activities.

8. It is recommended that an ad hoc interagency committee on counseling be appointed under the joint leadership of the Department of Health, Education, and Welfare and the Department of Labor, to

carry forward, as much as is feasible on an interim basis, functions (3), (4), (5), and (6) of Recommendation 6. Membership on the committee should include appropriately qualified counseling staff from various interested Federal agencies and relevant professional associations. This committee should function until such time as the council proposed in Recommendation 6 is established, or for a period of two years from the date the committee is appointed, if no council is established.

9. It is recommended that a national system of collection, storage, retrieval, and dissemination of information concerning significant findings from research and innovative practice in counseling and guidance, testing, trainee selection, use of counselor support personnel, and related areas be instituted either through any necessary expansion of an existing system such as the Educational Research Information Center of the U.S. Office of Education or by other appropriate means.

10 (a). It is recommended that the agencies and organizations represented on the Interagency Task Force on Counseling actively support and implement the concept that only appropriately qualified counselors supervise the counseling function.

10 (b). It is recommended that agencies which employ counselors provide supervisory training for those counselors who have been assigned the responsibility of supervising counselors and/or counselor support personnel.

10 (c). It is recommended that agencies which employ counselors provide an orientation to counseling services for non-counseling administrative staff who are responsible for, or who will be assigned responsibility for, the administrative supervision of counselors.

NEED FOR COUNSELORS

Number of Counselors and Estimates of Need

Federal agencies directly or indirectly responsible for programs that are the major users of counselor personnel provided information to the Interagency Task Force on Counseling on the present number of, and the projected need for, counselors in the programs with which they are concerned. Information was made available for Task Force use in October 1965 or in the spring of 1966 and was supplemented in selected instances in January 1967.

Table I indicates the number of full-time equivalent counselor positions in 1966, an estimate of the number of additional counselors needed by 1971, and the net increase that would be necessary in order to meet the estimated 1971 need. Several important points should be kept in mind in analyzing and using the data presented in Table I:

1. The data do not include information for all settings in which counselors may be employed; among those omitted are counselors in private schools, four-year colleges, universities, professional schools, private practice, various private agencies, and business and industry.
2. The estimates of number of additional positions needed do not include the number of new hires that will be required in order to fill already established counselor positions left vacant by individuals who die, retire, transfer to other occupations, or otherwise leave the profession. (The rate of attrition has been estimated as 10 percent a year among school counselors and as 9 percent a year among vocational rehabilitation counselors in State rehabilitation agencies.)

3. The estimates of future requirements do not, in general, represent counselor positions that have been budgeted, but, instead, represent the respective agencies' views of the numbers of counselors needed to provide the amount of counseling service required to implement their mandated programs adequately. The projections illustrate manpower goals that may be aimed for in developing, planning, and supporting training programs for counselors, not the level of employment that will probably be attained in the foreseeable future.
4. It was not possible, in preparing these data, to predict and allow for the long-range effect upon the demand for counselors of using support personnel.
5. Educational qualifications differ among the work settings represented, ranging typically for counselors from a bachelor's degree plus specified amounts of graduate work through a two-year graduate program, and usually set at the doctoral level for counseling psychologists.

An examination of Table I indicates that the largest projected net increase in the number of counselors required is for programs of public education, which are designed to meet the needs of the expanding numbers of individuals in our public schools. These projections assume the attainment of the following counselor-student ratios: elementary schools, 1:600; secondary schools, 1:300; technical institutes and junior colleges, 1:300. Achievement of these ratios would, of course, require more funds to permit expansion of the staffs supplying counseling and guidance services at the three levels.[1/]

[1/] The ratio of counselors to secondary school students has improved from 1:1000 (1958) to 1:510 (1965).

Table I*

Estimates of Additional Full-Time (or Full-Time Equivalent) Counselors Needed Between 1966 and 1971 in Major Public Programs[1]

	Number of Counselors[2]					
	1966 Count		1971 Projection		Net Increase	
U. S. Office of Education[3] (Public Education Programs)		35,000		116,215		81,215
Elementary Schools	2,500		44,915		42,415	
Secondary Schools	32,200		60,000		27,800	
Technical Institutes and Junior Colleges	300		11,300		11,000	
U. S. Department of Labor		2,930		10,050		7,120
Employment Service	2,630[5]		7,850[6]		5,220	
Neighborhood Youth Corps[4]	300		2,200[7]		1,900	
Office of Economic Opportunity		1,265		2,700		1,435
Job Corps[8]	465		700		235	
Community Action Program	800		2,000		1,200	
Vocational Rehabilitation Administration[9]		4,700		9,500		4,800
Veterans Administration		750[10]		1,600[10]		850
Medical Settings	530[11]		1,200		670	
Education and Training Program	220		400		180	
Bureau of Indian Affairs		350		600		250
Bureau of Prisons		5		35		30
		45,000		140,700		95,700

* See next page for footnotes to Table I

Footnotes for Table I

Estimates of Additional Full-Time (or Full-Time Equivalent) Counselors Needed Between 1966 and 1971 in Major Public Programs

1/ These data summarized from information obtained by William G. Torpey in the fall of 1965 and the spring of 1966 and supplemented in selected instances by information obtained by Francis A. Gregory in January 1967.

2/ Figures rounded to yield rounded totals.

3/ Estimates for academic year taken to be the same as for fiscal year.

4/ Out-of-school projects only; assumes that counseling services for in-school and summer projects will be supplied by school counselors.

5/ Full-time equivalent positions as of November 1965.

6/ Straight-line interpolation between five-year estimates.

7/ In the absence of projection for 1971, same annual decrease assumed between FY's 1970 and 1971 as estimated between FY's 1969 and 1970.

8/ Best judgment of Job Corps was that this estimate would hold from 1968 through 1971.

9/ In the absence of projection for 1971, same annual increase assumed for FY 1971 as for FY 1970.

10/ Figures include both clinical and counseling psychologists.

11/ Based on projections, not count.

Similarly, in the other public settings figures are based on an estimate of manpower needs reasonably adequate to staff the various programs. For example, the projected increases for the Department of Labor's programs through the Federal-State public employment security system look toward providing improved and augmented services to youth, to older workers, and to other special groups, as well as to the rest of the clientele, less troubled, but in need of counseling. The United States Employment Service has estimated that 26 percent of the individuals who file work applications would benefit from counseling, as compared with the 11 percent who can now be accommodated, and, further, that an average of at least three counseling interviews per applicant should be provided instead of the present average of 1.7.[1/]

The message of the projections in Table I is that over 95,000 new counselor positions and trained manpower to fill them will be needed by 1971, in order to staff various programs adequately. In the light of this estimated need for qualified counselors, it is appropriate to look at the supply.

Counselor Supply

Office of Education Survey

The supply of professionally qualified counselors in the United States is largely dependent upon the number of individuals who complete programs of counselor education at colleges and universities. The Office of Education, U.S. Department of Health, Education, and Welfare, has conducted a questionnaire survey of the 336 colleges and universities known

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[1/] Information as of October 1965.

to offer programs of counselor education.[1] Two hundred ninety-seven institutions responded to the questionnaire. Two hundred thirty-nine of the institutions offered preparation for positions as elementary school counselor; 296 offered preparation for positions as secondary school counselor; 71, rehabilitation counselor; 143, counselor for non-school settings (including industrial, pastoral, vocational, and employment service counseling, "poverty" programs, etc.); and 66, counseling psychologist. (Preparation was also offered for other positions, such as school psychologist and visiting teacher.) Recurrent courses for the guidance and counseling of the culturally disadvantaged were given by 121 of the reporting institutions.

Estimates of the number of degrees and certificates in guidance and counseling to be awarded during the five-year period from 1965-66 through 1969-70, inclusive, were made by the institutions participating in the Office of Education survey.[2] According to these estimates, 43,830 master's degrees will be conferred in one-year graduate programs ("five-year master's degrees") and 6,556 in two-year graduate programs ("six-year master's degrees") during this period. It was also estimated that 6,543 specialist certificates in guidance and counseling will be awarded, and 3,818 doctoral degrees. The total number of degrees and certificates estimated to be awarded over this time span is 60,747. However, the number of individuals receiving degrees and certificates will quite probably be less than the number of degrees and certificates awarded, because some persons will receive more than one degree, or both a certificate and a degree or degrees, during this period. These estimates do not indicate the number of new entrants to the occupation; an undetermined number of those receiving degrees and certificates will be persons who are completing their professional preparation while already employed in the occupation.

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[1] Hubert W. Houghton and Laura M. Trexler. Inventory of Counselor Education Programs, 1965-66. Washington, D. C.: U.S. Department of Health, Education, and Welfare, Office of Education, in press (to be published in 1967). We acknowledge with thanks the cooperation of the Office of Education in making information available to us prior to publication of this study.

[2] Various respondents estimated in terms of a range instead of making a single estimate; therefore, the estimates were averaged. See the Office of Education publication cited for details. It should also be noted that the number of respondents estimating the number of degrees to be granted varied by year and by degree.

The educational institutions surveyed in the Office of Education study were asked how many additional students (that is, exclusive of those who had already enrolled) they could have accommodated in the fall of 1965. Responses indicated that a substantially greater number of part-time and full-time students could have been accommodated than had enrolled. Questions arise, therefore, as to why more persons are not enrolling in the programs of counselor education that are now available, and whether a sufficient increase in enrollment in programs of professional preparation will occur to meet the estimated need for counselors.

Obstacles to Increasing the Number of Counselors

The recently published report of the Invitational Conference on Government-University Relations in the Professional Preparation and Employment of Counselors, Counselor Development in American Society, to which reference was made in the Preface, identifies and comments upon a number of obstacles to a large increase in the number of counselors, which operate generally or in particular settings. These obstacles have been summarized as follows by the Task Force, with most of them recognized as significant problems by all Task Force agencies and some of them experienced as especially crucial by particular agencies:

1. Lack of attractiveness of counseling as a profession, in certain settings, because of noncompetitive salaries for qualifications required, limited opportunities for advancement within counseling activities, level of job prestige, and working conditions.
2. Lack of public knowledge about counseling as a career.
3. Insufficient opportunities for financial assistance in professional preparation.
4. Limited facilities for graduate training in counseling on a balanced geographical basis throughout the country.
    (a) Shortage of qualified doctoral-level teaching staff, which is a general problem in providing adequate training and a particular problem in providing supervised experience in laboratory work, counseling practica, and internships.
    (b) Lack of physical facilities and equipment, such as space for private interviews, one-way vision rooms, recording equipment, occupational libraries.
    (c) Lack of on-campus and off-campus facilities for supervised experience.
    (d) Need of educational institutions for financial assistance in developing, expanding, or strengthening their programs of counselor education.

5. The frequent requirement that school counselors have a teaching certificate. (Task Force members differed in their opinion as to the desirability of removing this requirement.)

By cooperative effort, these problems can be resolved. Solutions must be found if the occupation is to attract and retain the number of new entrants that estimates indicate will be needed.

Federal Financial Assistance for Professional Preparation

Federal financial assistance for the professional preparation of counselors or of counseling psychologists has already been authorized for certain programs. Table II presents a summary of the major programs; four are described in Appendix B to illustrate varying patterns of Federal assistance.[1] In addition to the programs listed in Table II, the Vocational Education Act of 1963 and the Elementary and Secondary Education Act of 1965 might be possible sources of support for counselor preparation, but, as of the end of December 1966, no information was available to the Task Force to indicate whether any State was using funds under either of these acts for this purpose.

Information about the number of trainees who have participated in or completed various federally-assisted programs for the preparation of counselors or counseling psychologists was obtained from the relevant Federal agencies.

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[1] Agencies may support staff training and professional development of their employees by means of whatever funds they allot for personnel training; these funds may include, but are not restricted to, counselor personnel. Data about such expenditures were not gathered for this report. Financial assistance can also be provided, for Federal employees, through the Government Employees Training Act of 1958; legislation for a broader program is now pending.

Table II

Summary of Various Programs of Federal Assistance in the Preparation of Counselors or Counseling Psychologists[1]

Agency	Number of Trainees Supportable Each Year	Nature and Length of Support							Funds Legislated, or Allotted by Agency, for Counselor Preparation
		General	1st Yr.	2nd Yr.	3rd Yr.	4th Yr.	Fees Paid	Dependency Allotment	
U. S. Office of Educ. NDEA Counseling and Guidance Insts.	Up to 500 per annum	$75 to trainee each week Univ. costs pd. to Univ.	@$75 per week = $2700 per 36 weeks				Paid thru institution support	$15 each per week; $540 each per 36 wks.	$7,250,000 legislated for each year thru FY 68
Fellowships	Total no. of fellowships; all purposes FY 66: 6000; FYs 67 & 68: 7500. Actual fellowships in counseling FY 67: 60	Universities allotted $2500 per annum each fellow	$2000 per academic year	$2200	$2400		Paid thru institution support	$400 each per annum	$290,000 allotted for couns. fellowships in FY 67 of $190,000,000 legis. authorization in FY 67
Higher Education Act (Experienced Teachers)	Total no. of fellowships, all purposes FY 66: 4500; FY 67 & 68: 10,000. Actual fellowships in counseling, FY 67: approx. 50	Universities allotted $2500 per annum each fellow	$4000 per academic year	$4000			Paid thru institution support	$500 each per annum	Approximately $175,000 used for counselor preparation in FY 67 of $160,000,000 legis. authorization for FY 67

Table II (Contd.)

Summary of Various Programs of Federal Assistance in the Preparation of Counselors or Counseling Psychologists[1]

Agency	Number of Trainees Supportable Each Year	Nature and Length of Support							Funds Legislated, or Allotted by Agency, for Counselor Preparation
		General	1st Yr.	2nd Yr.	3rd Yr.	4th Yr.	Fees Paid	Dependency Allotment	
Voc. Rehab. Adm.	1700 at a time	Univ. also supported by an annually decreasing sum for 5 years from beginning of prog. at the university	$1800 per academic year	$2000	$2800	$3400	Yes	For 3rd and 4th years: $500 per year	$6,994,000 for counselor prep. in FY 67 out of $104,000,000 appropriated to VRA
National Institute of Mental Health	Depends on no. of and $ support of training grants. Many (up to 40%) of persons trained as clinical psych's are employed as couns. psych's.		Four year support. Sum each year determined by each university				Yes	Yes	$5,100,000 + in training grants both clin. and couns. FY 67; $2,000,000 for field trng. $23,700 for 8 clearly differentiated couns. psych's in FY 67
Veterans Adm. (Dept. of Medicine & Surgery)	Over 100		$3500 stipend per annum $6877 assistantship per annum	$4500 stipend	$5500 stipend	$6500 stipend $8479 assistantship	No	No	$560,000 used to prepare counseling psychologists in FY 67

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[1] Compiled in December 1966 by Richard Hill Byrne

The findings are summarized in Tables III and IV.[1] Except for the data on NDEA counseling and guidance institutes, the figures do not reveal how many of the participants in, or graduates of, the various programs were new entrants and how many were persons already in the occupation who were taking further professional preparation.

During the five-year period 1960-61 through 1964-65 inclusive, 11,588 individuals participated in NDEA counseling and guidance institutes: 8,266 in summer institutes, which are, generally, for individuals already in counseling work in secondary education, and 3,322 in academic year institutes, which are, generally, for individuals who were not previously in counseling work. During the five years 1961 through 1965, 1,664 individuals in the Vocational Rehabilitation Administration's[2] traineeship program in rehabilitation counseling received master's or doctoral degrees.

1/ Data on number of graduates do not reflect the total contributions of the programs for which information was reported in this manner. Individuals who completed varying amounts of professional preparation but who did not obtain graduate degrees are not, of course, counted in the number of graduates. In addition, output data for particular training programs may lead to misunderstanding of the contribution of a particular agency's program, depending on the time the statistical count is made and depending on the criteria used to determine completion of training. For example, a count of training output may be made at the end of training and upon receipt of an appropriate graduate degree. However, universities may rotate students during graduate school among the various federally-assisted training programs; under these circumstances, it is possible for one Federal program to provide financial assistance for a student for two or three years and for another Federal program to assist the student during the last year or at the time he completes his graduate requirements. (This situation is more likely to occur during an extensive period of graduate education, such as a doctoral program in counseling psychology, rather during a shorter program.) In such circumstances, statistics reflect the completion of training in one Federal program at the time of graduation, whereas another program may have assisted the student financially from one to three years prior to his graduation.

2/ Now the Social and Rehabilitation Service. The former designation, "Vocational Rehabilitation Administration," is used throughout this report, as it was the name of the agency during the period of Task Force activity.

Table III

Participation in NDEA Programs for Counselors and Related Education Professionals and in VRA Rehabilitation Counseling Traineeship Program, 1961-65[1]

Year[2]	U.S. Office of Education National Defense Education Act					Vocational Rehabilitation Administration Rehabilitation Counseling Traineeship Program	
	Counseling & Guid. Insts. Number Enrolled		Grad. Fellowships Number Enrolled				
	Summer	Academic Yr.	Couns. & Guid.	Elem. & Sec. Ed.	Educ. Psych.	No. of Traineeships	No. of Graduates (Master's or Doctoral Degrees)
1960-61	2564	562	11	19	24	565	231
1961-62	1947	620	13	20	24	646	281
1962-63	1578	682	17	15	25	738	366
1963-64	1164	738	13	18	38	775	384
1964-65	1013	720	17	20	32	850	402
Totals	8266	3322	71	92	143	3574	1664

[1] These data are summarized from information obtained by William G. Torpey in November 1965.

[2] Figures are for fiscal year, except for the Vocational Rehabilitation Administration, in which the figures are for the training years ending August 31, 1961, 1962, 1963, 1964, and 1965, respectively.

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[2] Figures are for fiscal year, except for the Vocational Rehabilitation Administration, in which the figures are for the training years ending August 31, 1961, 1962, 1963, 1964, and 1965, respectively.

Table IV

Graduates of NIMH and VA Psychologist Training Programs, 1961-65 (Doctoral Degrees)[1]

FY	National Institute of Mental Health		Veterans Administration		
	Clinical	Counseling	Clinical[2]	Counseling[2]	Total[3]
1960-61	140	15	80	10	90
1961-62	175	25	90	12	102
1962-63	200	30	114	14	128
1963-64	235	25	115	14	129
1964-65	250	28	80	12	92
Totals	1000	123	479	62	541

1/ Information obtained by William G. Torpey in November 1965.

2/ Estimated

3/ Specific

A survey of persons who participated in the NDEA institute program during the first five years of its operation (1959-63) indicated that 91 percent of summer institute graduates were doing at least some secondary school counseling the next school year and that 77 percent of academic year institute graduates were doing at least some secondary school counseling during the next school year. A survey of the employment status, as of January 1, 1964, of 1962-63 graduates in the VRA traineeship program indicated that 39.5 percent were employed in State vocational rehabilitation agencies and 35 percent were employed in other rehabilitation agencies. If we can generalize from these two surveys, it would appear that a substantial proportion of those who receive financial assistance under these two programs enter, or remain in, relevant employment.

In the Veterans Administration (Department of Medicine and Surgery), many psychologists are qualified for both counseling and clinical options and are used interchangeably; needs of the individual organizational unit shape the specific tasks performed by such psychologists. As of October 1965, 71 percent of VA psychologists were graduates of the VA psychology training program.

Summary and Implications

Information gathered for the Task Force indicates a projected need for over 95,000 new counselor positions and qualified manpower to fill them by 1971, in order to staff programs adequately. Estimates of the number of degrees and certificates to be awarded in guidance and counseling from 1965-66 through 1969-70, as gathered by an Office of Education survey, indicate that somewhat over 60,000 will be awarded, but the number of individuals, and the number who are new entrants to the occupation, will probably be less than the number of degrees or certificates awarded.

Present programs of Federal financial assistance in the professional preparation of counselors and of counseling psychologists can be expected to increase the number of new entrants by strengthening training programs and attracting persons who might not have been able to afford, or willing to undertake, such preparation without financial assistance. However, if Federal support continues at about the same financial level as in the past, present programs cannot reasonably be expected to fill the gap between the number needed and the number who will be prepared professionally that is indicated by the information presented in this report. Furthermore, there is no explicit mandate to support the training of prospective counselors to staff some programs. Financial assistance is available from other than Federal sources, of course, such as privately endowed fellowships and scholarships, and assistantships.1/ As has been true in the past, many persons will continue to finance their own professional preparation. But it is improbable that all of these resources, if continued at past levels and rates, will be able to meet a need of the magnitude indicated here.

1/ Each year, The Personnel and Guidance Journal, a publication of the American Personnel and Guidance Association, publishes a report on financial assistance for graduate study in the guidance and personnel fields. Pertinent information may also be found in the American Psychological Association's annual survey of educational facilities and financial assistance for graduate students in psychology. This report, which was formerly published in the American Psychologist will, in the future, be published separately by the American Psychological Association.

In summary, two fundamental conclusions are clear from a review of the information that has been presented in this section of the report, regardless of various limitations in the data:

1. Both present and future needs for counselors to provide the level of counseling services deemed required by agencies administering relevant educational, manpower, and anti-poverty programs far exceed the current and expected future supply under prevailing conditions.
2. Very substantially increased support must be provided both for preparing and for employing counselors.

JOB FUNCTIONS AND PROFESSIONAL PREPARATION OF COUNSELORS

The primary work objectives of the counselor are to help the individuals he serves understand themselves and their opportunities better in order that they can formulate plans, decisions, and concepts of self which hold potential for more personally satisfying and productive lives, and to help them implement their decisions and plans. As a secondary and related objective, the counselor seeks to effect changes in the environment which are conducive to increasing individual opportunity for self-development.

That persons other than counselors sometimes seek to accomplish these objectives in their relationships with certain individuals is obvious. A unique combination of job functions, competencies, and premises, however, distinguishes counselors as an occupational group from persons in other occupations. These functions, competencies, and premises, which are described in the following paragraphs, are, in general, characteristic of counselors regardless of the setting in which they work.

Common Job Functions of Counselors

Although the specific methods, procedures, and techniques used by the counselor in carrying out his job functions may vary, the counselor in any setting should be prepared and should be professionally competent to accept responsibility for and engage in the kinds of work activities listed below.[1]

1. He studies individuals in order to understand their psychological nature and their potential for psychological growth and development.
2. He establishes and maintains helping relationships with individuals through formal and informal contacts with them in individual and group situations, in order to maximize their opportunities to understand themselves and their environment, leading to choices, decisions, and other behavior by the individual that are conducive to the individual's psychological growth and development.
3. He engages in psychological assessment of individuals and communicates the results and/or an interpretation of the results to the individual and to others concerned with the individual's welfare, in ways that are conducive to psychological growth and development of the individual.
4. He studies the environment in which the individual now lives and/or might live and communicates the results and/or an interpretation of the results of this study to the individual and to others concerned with the

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[1] The term "psychological" which appears in a number of the work activities listed should not be equated with "psychotherapy." In the context of this discussion, "psychological" reflects the relationships between the knowledge, concepts, and applied methods of psychology and the goals and activities of counselors in fostering the development of individuals by aiding them in determining their educational, training, vocational, and employment objectives and plans, both short-range and long-range, and in seeking improvements in personal-social behaviors. Relatively few counselors are psychologists (i.e., counseling psychologists), but all counselors study and use contributions from psychology.

individual's welfare, in ways that are conducive to psychological growth and development of the individual.

5. He relates with other professionals in the work setting and not only assists but also receives assistance from them in fulfilling agency and guidance goals relating to psychological growth and development of the individual.
6. He relates with professionals and other persons outside the work setting, including other counselors and professionals in other helping occupations.
7. He relates with nonprofessionals in counseling who are employed in his work setting by directing, supervising, coordinating, and evaluating their work, and assists and receives assistance from them in fulfilling agency and guidance goals, as appropriate to their individual duties and responsibilities.
8. He participates in the in-service training of junior counselors and support personnel who are regularly employed by his agency and, in some instances, participates in the practicum or internship training of graduate students assigned to his agency for supervised experience in counseling.
9. He evaluates the effectiveness of counseling and related activities in his work setting and compiles, studies, reports, and uses the results of such evaluations in order

to increase the effectiveness of counseling and related activities in his work setting and, where applicable, in other settings also.

Professional Competencies of the Counselor

In order to perform the functions described in the preceding section, the counselor in any setting should be equipped by his education and experience with the following competencies:

1. Ability to make meaningful and productive applications to individuals and groups of basic psychological principles and understandings, including those derived from the psychology of learning, psychology of individual differences, motivation, human growth and development, personality dynamics, and vocational psychology.
2. Ability to establish and maintain the kinds of helping relationships, in both individual and group situations, that will enable the counselee to learn, think, reflect, and make and implement decisions about himself and his environment which contribute to the individual's psychological growth and development and his adjustment in society.
3. Ability to deal effectively with psychological appraisal data, instruments, and procedures (both test and nontest), including the ability to select and administer appraisal instruments and to analyze and interpret appraisal data, and the ability to summarize and report such data, using both statistical and nonstatistical procedures as appropriate and necessary.

4. Ability to secure, understand, analyze, collate, disseminate, and interpret information about the environments in which those he seeks to serve live and/or plan to live, including sociological, cultural, economic, and occupational information.
5. Ability to understand, accept, and appreciate the goals and objectives of his employing agency, institution, or organization, including the ability to relate these institutional goals to counseling goals in consistent and productive ways and the ability to work effectively with his fellow employees towards achieving the broader goals of the agency, as well as the goals of counseling.
6. Ability to understand, accept, and appreciate the duties and responsibilities of counselors in other settings and the duties and responsibilities of members of other helping professions, including the ability to make and accept referrals to and from such persons, as appropriate and necessary.
7. Ability to understand and appreciate the duties and responsibilities of, and to supervise, direct, and work effectively with nonprofessional persons assigned to support the counselor's work, in ways that result in the provision of maximum service.

8. Ability to participate effectively in the in-service training of counselors and of support personnel, and in the practicum or internship training of students.
9. Ability to evaluate the effectiveness of counseling and related activities, including the ability to formulate evaluative criteria appropriate to the counselor's specific setting, and the ability to collect, analyze, and interpret appropriate data and to report results of such evaluative studies in both technical and nontechnical form and language.

Basic Premises

The counselor's attitudes towards counselees have an important effect upon the performance of his duties. An understanding and appreciation of, and an ability to act on the basis of, the following premises are particularly important:

1. The worthwhileness and uniqueness of the individual. The counselor respects his counselees and seeks to foster their integrity and their growth as persons.
2. The right of the individual to make his own decisions and his ability to accept responsibilities accompanying this right. The counselor considers this to be a human, not a political, right and is deeply dedicated to its protection.
3. The potentiality for psychological growth of the individual seeking his help.

4. That the counselor's primary commitment must be to the individual he seeks to serve.

5. The importance of helping individuals consider both self and environmental factors in making their decisions. The counselor values both rationality and realism as important ingredients in decision-making and seeks to impart such values to those he serves.

Program Emphases on Counselor Functions

Counselors are employed in a variety of work settings, such as educational institutions, public employment service offices, rehabilitation agencies, and special programs for the disadvantaged. The program emphases of these different work settings affect the amount of emphasis given to various common, or general, functions of the counselors who are employed in such settings. The Task Force concluded, however, that little which can be regarded as a truly unique counselor function differentiates the work of a counselor employed in one setting from the work of a counselor employed in another setting. The differences are of degree rather than of kind.

The School Counselor

The school counselor works with counselees who are mostly minors of school age. Counselors in elementary schools work with younger age levels and counselors in junior high schoolsand high schools work with somewhat older age levels. The school counselor's functions necessitate training in child and adolescent psychology, individual differences, and personality development.

A general responsibility of all school counselors is to foster their counselees' development as self-understanding and self-reliant individuals and to help them receive optimum benefit from their school experiences. The counselor is responsible for helping children and youth understand themselves and the world in which they live (particularly its social, educational, and occupational aspects) and for helping them develop self-responsibility and competency in decision-making. The school counselor is also responsible for identifying individuals with severe, or potentially severe, problems and in assisting them or referring them to appropriate sources of assistance, and he may often help with curriculum planning for special programs. In large high schools, counselors may be assigned additional, specialized functions, such as placement, testing, and college preparatory advisement. In small schools, the counselor is responsible for all general and specialized functions. The counselor is usually among the best qualified persons in the school setting to conduct research and make studies of student characteristics, cultural environments, and labor force trends.

The Rehabilitation Counselor

Rehabilitation counselors work in many agencies. Typically, they have much closer associations with medical facilities and treatment teams than do counselors in other settings. They engage in diagnostic activities, using a broader range of techniques than is typical in many other counseling settings. Counseling is, of course, a major and significant function. Characteristic and outstandingly visable functions of rehabilitation counselors relate to their interaction with and influencing of business, industry, agencies, and the public at large regarding attitudes toward the handicapped and modification of programs so that the skills and abilities of the habilitated or rehabilitated may be used. (Employment counselors also work with business and industry on behalf of rehabilitation clients, but not to the same extent.) Rehabilitation counselors are active in coordinating all services and in obtaining the assistance of community agencies for their clients. They have substantial independence of action in providing vocational assistance and in working with those clients having personal and emotional problems that hinder their rehabilitation.

The Employment Counselor

Employment counselors help counselees with the processes of vocational choice and adjustment and help those who are in need of such assistance to develop employability.[1] They work with a wide variety of persons of different backgrounds, age, abilities, and aptitudes, who usually all have immediate employment needs. As a specialist in the world of work, the employment counselor applies a comprehensive knowledge of occupations, including knowledge of employment problems, job requirements, rewards, and values, and he applies a detailed knowledge of the workings of the job market. He frequently serves as a source of job information to counselors in other settings. The employment counselor usually engages in less research and less consultation with professional personnel or with significant people in the lives of clients than do counselors who work in other settings.

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[1] The purpose of employment counseling, as defined in the Employment Security Manual, Part II, Section 4002, "is to help each applicant achieve vocational adjustment at as satisfactory a social, economic, and skill level as possible . . . . Employment counseling should help a person gain sufficient insight into his own interests and abilities and the nature of the world of work so that he can make his own decisions, not only as to the selection of a vocational goal but as to the steps that should be taken to reach that goal."

Guidance Counselor (Bureau of Indian Affairs)

The full-time professional guidance counselors in the Bureau of Indian Affairs, Division of Education, work in the Bureau's boarding schools and dormitories. Their job titles vary and their responsibilities include not only guidance counseling but also administrative duties and supervision of the nonprofessional guidance staff. They conduct group guidance in addition to individual guidance and counseling. Students in the boarding schools range in age from six to twenty-one. As the boarding schools have the students "around the clock," seven days a week, sometimes twelve months a year, the guidance counselor is responsible for educational and vocational counseling and also for social and personal counseling, including informal counseling such as might be performed by foster parents.

Counselors in Special Programs for the Disadvantaged

Counselors in special programs for the disadvantaged, such as the Neighborhood Youth Corps or programs administered by the Office of Economic Opportunity, work with members of a population characterized by a complex of severe cultural deprivations. The environmental, psychological, and educational characteristics associated with poverty have broad relevance to the entire counseling process. The needs and circumstances of members of this population require the counselor to have or acquire special education and experience, along with the qualifications common to all counselors. The academic program, as well as the practicum, must include a special focus on understanding the poverty milieu and its import for the development of persons from this milieu. For example, account must be taken of the inadequacies of traditional psychological tests for many members of this population, and, generally, of the need for experimentation on more effective techniques of counseling. As another example, group methods capitalizing upon peer relationships and supplemented by individual counseling merit special study and careful tryout. The counselor must also realize that success depends not only on his ability to help the socioeconomically and/or educationally disadvantaged person modify his behavior, but also on helping to re-shape public opinion and to develop community acceptance and support of relevant goals and objectives. In the typical community action program, incorporating basic and remedial education, job skill training, health and remedial medical services, legal information and consumer education, the counselor is frequently a key staff member. He may often be the first "positive" authority figure a youth has known, and may find himself representing the youth's interests in court, in the home, or in the neighborhood.

Counseling Psychologist

The counseling psychologist is by profession a qualified psychologist, usually having had a minimum of 60 graduate hours in counseling, psychology, and related courses, and very frequently having a doctoral degree. He has generally also had supervised practicum experience in a medical or other appropriate setting, at the graduate or postdoctoral level. His performance and his level of functioning should reflect the breadth and intensity of his training. The counseling psychologist who works in a medical setting specializes in the complex psychological process of restoring physically, emotionally, or socially impaired adults or children to productive levels of independent functioning. Counseling psychologists work in a variety of health settings, such as the general medical hospital, the neuropsychiatric hospital, day hospitals, restoration centers, domiciliaries, mental hygiene clinics, and day treatment centers. They are also employed in other settings, such as colleges or universities; some are in private practice. The counseling psychologist frequently provides technical direction, consultation, and leadership to a counseling staff or program. He is able to conduct and coordinate service, training, and research functions and contributes to community development by serving as a consultant to community agencies and by acting in a liaison capacity with community counseling and employment groups. Teaching in graduate programs of counselor training is a major function of many counseling psychologists.

Preparation of Counselors

The professional preparation of counselors may be considered from a short-term and also from a long-term point of view. The short-term view takes particular account of the need to reconcile limitations of reasonably attainable resources with adjudged essentials for developing *minimum* functional competence. The long-term view considers not only current judgments about the requirements for *desirable* functional competence, but also the trends that are developing and should be encouraged.

That both views largely represent informed judgment is recognized. The need to evaluate and to conduct research on the content and methods of preparation is also recognized.

The majority of degrees now granted in counseling and guidance are one-year master's degrees; such degree programs generally include 30 or more semester hours of graduate work. This, then, would represent the present, or short-term, view of counselor preparation. There is, however, a trend toward a more extensive period of professional preparation, which may be considered a long-term view. As of September 1966, most of the 61 colleges and universities conducting graduate training programs in rehabilitation counseling with partial financial assistance from the Vocational Rehabilitation Administration required two full academic years, and the remainder required from one and one-half to two academic years.[1/] In July 1965, the Committee of Consultants on Counseling and Testing of the Federal Advisory Council on Employment Security recommended the equivalent of a two-year graduate program as the minimal level of professional preparation for counselors in the public employment

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[1/] U.S. Department of Health, Education, and Welfare, Vocational Rehabilitation Administration, Division of Training. Career and Traineeship Information for Graduate Study in Rehabilitation Counseling 1966-67. Washington, D. C.

service.[1] The Office of Education's Inventory of Counselor Education Programs, 1965-66 shows an increasing number of projected two-year master's degrees and specialist certificate programs in counseling, over the next several years.[2] The American Personnel and Guidance Association's policy statement, The Counselor: Professional Preparation and Role, adopted by the APGA Senate in March 1964, lists principles of counselor preparation and essential aspects of professional studies in counseling which would necessitate a minimum of two years of graduate study.[3] For counseling psychologists, a doctoral degree is the preferred level of education.

The competencies required to perform the common job functions of counselors have been described on pages 31 through 33 of this report. To attain the requisite knowledge and skill, both formal education and supervised experience are necessary.

A basic core of preparation for the occupation of counselor may be identified from the common job functions. Such preparation should

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1/ Special report of the Committee, July 9, 1965 (see attachment to Bureau of Employment Security Regional Memorandum No. 1242, September 23, 1965). The present standards for employment service counselor positions recommend: (a) a master's degree with a minimum of 15 semester hours in counseling-related courses, or (b) 30 graduate hours in counseling-related courses (see Bureau of Employment Security General Administration Letter No. 911, September 13, 1965, Attachment 2).

2/ Houghton and Trexler, op. cit.

3/ See also: John W. Loughary (Editor), Robert O. Stripling and Paul W. Fitzgerald (Associate Editors), Counseling, A Growing Profession, a joint publication of the Association for Counselor Education and Supervision and the American School Counselor Association. Washington, D. C.: American Personnel and Guidance Association, 1965.

be applicable regardless of work setting in which the functions are performed. As guidelines, not as a prescribed curriculum, the following areas of basic professional preparation are listed:

1. Basic psychological principles and understandings, from the study of the psychology of learning, individual differences, motivation, human growth and development, personality theory, and vocational psychology.
2. Theory, principles, procedures, and techniques of individual and group counseling. (Both academic course work and supervised practicum experience are necessary.)
3. Study of methods of psychological appraisal, including individual and group testing and other assessment techniques, case studies, observations of behavior.
4. Knowledge about and understanding of cultures and subcultures, the environment and its effects on the individual, social institutions and their effects on the individual, economics and the labor market.
5. Study of educational and occupational information, and of community resources.
6. Professional ethics, legal responsibilities, interprofessional relationships.
7. Statistics, research methodology, interpretation of data.

Differences in program emphasis and clientele in different work settings necessitate some amount of discrete preparation. For example, counselors specifically prepared for work in rehabilitation agencies study the medical and psychological aspects of disability. In this report, however, focus is upon the common aspects of function and of preparation.

From an examination of the basic areas of preparation which have been outlined, it is evident that it would be difficult to include intensive instruction and training in all of these areas in a one-year program. A well-planned and effectively taught program which includes practicum experience should, however, develop sufficient competence in the students to enable those who successfully complete the program to function at entry levels of employment in their profession, under appropriate supervision, or to continue their graduate education at a more advanced level.

The Task Force recommends that legislation be proposed to support professional counselor preparation for the first academic year of graduate instruction, including, to the extent practicable, supervised practicum experience. We propose a system of grants to institutions of higher education to cover stipends for trainees, educational and administrative expenses of carrying out the programs, expanding and/or strengthening programs, as necessary, and expansion of facilities where requisite. This first year should cover the basic core of preparation and may also include, as feasible, electives relevant to a particular setting. Major emphasis, however, should be on the basic core. Standardization of programs from institution to institution is not contemplated, but the preparation of individuals to work as counselors in any of a number of different possible settings in the same basic program within an institution is recommended. Such a system, which would be supported by Federal funds, should be administered by a department of the Federal Government.

In the following section of this report, a proposal for a program of experimental and demonstration projects on counselor support personnel is discussed, which would also require administration at the Federal level.

The Task Force recommends that an interagency advisory council on counseling and on counselor support personnel be established, to advise on the preparation of regulations and/or guidelines for the proposed counselor and counselor support personnel programs, to advise on policy with respect to the administration of the system, to evaluate its effectiveness, and to perform other important and relevant functions. The advisory council should have representation from appropriately qualified professional staff of every Federal department or agency with responsibility directly or indirectly for the provision of counseling services, for the training of counselors or of counselor support personnel, or for research in counseling. Representation from relevant professional associations, university programs of counselor education, and the general public should also be included. Review of grant requests and project proposals, and recommendations for selection among them, should be the responsibility of special advisory groups, not of the national council.

SUPPORT PERSONNEL FOR THE COUNSELOR

Nonprofessionals are being used as support personnel to professionals in a number of occupations. There is an increasing background of experience in the use of subprofessional and paraprofessional personnel in health service occupations, in education, in social work, and in community action programs.[1/] It is the view of the Task Force that this approach should now be systematically and judiciously developed in federally-supported counseling and guidance programs.

The purpose of employing support personnel must clearly be one oriented around a desire for improved effectiveness of services to counselees. It is important to note that the basic reasons for the use of counselor support personnel are to facilitate service, and to increase the effectiveness and productivity of professional counselors.

The net result of using counselor support personnel may well be an increase rather than a decrease in the demand for professional counselors. If counseling becomes more effective through the release of professionals to concentrate on the more complex aspects of their jobs, the recognized need and expressed demand for counseling may increase. Furthermore, counselors will have to undertake new training responsibilities and new supervisory responsibilities. The employment of counselor support personnel should, therefore, not be seen as a method to reduce the

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[1/] For example, see: IRCD Bulletin, Volume II, No. 4, September 1966 (a publication of the Information Retrieval Center on the Disadvantaged, Yeshiva University, New York, New York); and Charles Grosser, The Role of the Nonprofessional in the Manpower Development Programs, prepared under a contract with the U. S. Department of La demand for professional counselors, from a long-range point of view. Although this may occur as a short-term result, the long-range result cannot legitimately be foreseen as one of reducing demand or need for professional counselors.

The structure for counselor support personnel proposed herein has been built around three basic assumptions: (1) counselor support personnel will work only in locations where their activities are under the direction and supervision of professional counselors; (2) the concept of levels of preparation (and, therefore, readiness for assumption of broad responsibilities) must be applied to programs of preparation of support personnel for counselors as well as to programs for the preparation of professional counselors, and (3) the occupational rationale for picturing any individual as belonging in the category of "counselor support positions" must be directly relatable to activities which, were such support individuals unavailable, might properly be assumed by professional counselors. 1/

The functions of support personnel are viewed by the Task Force as ranging along a continuum of activities, from those requiring nontechnical knowledges and skills to those requiring highly technical knowledges and skills. The term technical implies more rationalized processes based upon some formal academic preparation, whereas nontechnical implies more informal and rule-of-thumb techniques that

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1/ This does not imply, however, that all of the job duties of counselor support personnel have to do with functions which, typically, the counselor would otherwise perform. The outreach function with special groups about whom the "support" worker is particularly knowledgeable is an example of a support personnel activity of a distinctive nature. While counselors may perform outreach activities in situations where support personnel are not available, such work is not typically part of counselors' job duties.

need not be acquired through academic preparation. (However, the variations in preparation at both technical and nontechnical levels can include preparation programs for which academic credit is given and also programs for which academic credit is not given.)

At one end of the scale, the work of counselor support personnel is characterized by relatively routine, uncomplicated application of prescribed and limited procedures requiring a knowledge of particular operational procedures and processing requirements, but not requiring analytical judgment or interpretation, or technical academic preparation. Although there may be progressively higher levels of difficulty and responsibility for this work, and although certain jobs are far from routine, the work remains essentially nontechnical in terms of the kinds of knowledge required.

At the other end of the scale, the activities require extensive knowledge and intimate understanding of program objectives and operations, extensive use of technical knowledge and skills gained by relevant academic and on-the-job training, and considerable use of judgment based on these technical knowledges. Although there may be lower levels of complexity with lesser knowledge requirements for this kind of work, it remains essentially characterized by program and technical knowledge requirements.1/

1/ The term technician may be used in public employment agencies to describe a fully qualified professional. This differs, of course, from the subprofessional technical work described here.

Training programs for counselor support personnel will vary with the level of functioning at which the individual will be expected to perform. The use of counselor support personnel is still sufficiently innovative that there are no set patterns. Thorough job analyses of counseling and related functions should be made in different settings and programs, in order to identify appropriate counselor roles and levels and to determine the subprofessional and nonprofessional tasks that can be developed into various levels of counselor support positions.

Use of personnel who are inadequately prepared for their work and concentration of individuals in dead-end, low-level jobs are problems which must be avoided. Ways to train counselor support personnel for their job duties and responsibilities and methods to develop their potential ability and to establish suitable promotional opportunities require study, research, and demonstration. The Task Force, therefore, recommends that a program of experimental and demonstration projects be supported which will include planning the preparation of, preparing, and using the services of counselor support personnel. Provision for evaluation must be built into such projects.

Legislative authority already exists to support work training and employment programs for unemployed or low-income adults in various kinds of community service activities (Economic Opportunity Act of 1964, as amended, Section 205(e)). There is also legislative authority for research, experimental, and demonstration projects (for example: the Manpower Development and Training Act of 1962, as amended; the Vocational Education Act of 1963; and the Elementary and Secondary Education Act of 1965). Task Force members differed in opinion as to whether they should recommend more extensive activity relevant to the preparation and utilization of counselor support personnel under existing legislative authority or whether new legislation specifically concerned with counselor support personnel should be recommended. A majority favored the latter approach. The next section of this report presents the draft of a bill that might be used as the basis for a legislative proposal concerning counselor preparation and also the preparation and utilization of counselor support personnel.

Important to the implementation of action concerning counselor support personnel is the policy of relevant professional associations. In November 1966, the Executive Council of the American Personnel and Guidance Association adopted a statement of policy on Support Personnel for the Counselor: Their Technical and Non-Technical Roles and Preparation, which had been prepared by the Sub-Committee on Support Personnel of the APGA Professional Preparation and Standards Committee. (The statement has been published in The Personnel and Guidance Journal, Volume 45, No. 8, April 1967, pp. 858-861.) Mutually helpful to the Interagency Task Force on Counseling and the APGA Sub-Committee was the fact that certain participants in the Task Force were also on the Sub-Committee: Hubert W. Houghton, Emery G. Kennedy (Chairman of the Sub-Committee), David H. Pritchard, and R. Wray Strowig (Chairman of the APGA Professional Preparation and Standards Committee). The policy statement, which includes sections on rationale, guiding principles, typical activities of support personnel, and preparation, is reproduced in its entirety in Appendix C of this report.1/

1/ The Education and Training Committee for 1965-66 of the Division of Counseling Psychology, American Psychological Association, has drafted a statement on Recommended Roles for Counseling Psychologists in the Development of Counselor Support Personnel, the (See next page for continuation of footnote.)

Footnote 1 cont'd

second draft of which was published in Counseling News and Views, Volume 18, No. 3, December 1966, pp. 11-23, for the reaction and suggestions of Division members. It is not official policy of the American Psychological Association at this time, so is not reproduced in this report. (John D. Krumboltz, Chairman of the Division of Counseling Psychology's Education and Training Committee when the statement was prepared, was also a participant in the Interagency Task Force on Counseling.)

A conference on the utilization of supportive personnel in rehabilitation facilities, sponsored by the Arkansas Rehabilitation Research and Training Center and the Association of Rehabilitation Centers, Inc., had representation from seven different professional associations. The conference report contains the position papers presented by official representatives of these organizations, including "The Utilization of Rehabilitation Counseling Support Personnel" by Morton H. Bregman, who represented the National Rehabilitation Counseling Association at this conference, and "Subdoctoral and Supportive Personnel in Psychology," by Shalom E. Vineberg, who represented the American Psychological Association at the conference. See: Selection, Training, and Utilization of Supportive Personnel in Rehabilitation Facilities, Velda Rose Towers, September 26, 27, 28, 1966, Hot Springs, Arkansas. (The conference and report were supported in part by a grant from the Vocational Rehabilitation Administration, U. S. Department of Health, Education, and Welfare; publication of the report and staff assistance with it were provided, in part, under a contract with the U. S. Department of Labor.)

A LEGISLATIVE PROPOSAL

The Task Force recommends that legislation be proposed to support the preparation of counselors during the first graduate year of professional training. A basic core of preparation in areas deemed necessary for job functioning regardless of the setting in which the counselors would eventually work could be provided during this period. Supervised practicum experience in working with a variety of counselees should be included. The trainee would be equipped by this training for entry-level employment or for further graduate study. Any study beyond the one-year program would have to be supported by other means. The purpose of the proposed program is to increase the number of persons prepared for entry-level job functioning as counselors in as rapid a manner as appears feasible. It would not be permissible for a trainee to receive support from any other federally-assisted program during the period in which he received support from this program. After the first year, however, those who decided to pursue further graduate education could be assisted by any other program of financial aid in which they were accepted.

Federal support for the proposed program could be provided through grants to educational institutions, which would include stipends for trainees, allowances for dependents, and partial reimbursement to the educational institutions for their expenses in connection with the program (including full reimbursement for tuition expanses and student fees). Some of the funds authorized by the legislation should be expended for developing new programs or for strengthening or expanding established programs. Geographical diversity would be desirable in order to provide opportunities for education on a widely distributed nationwide basis.

Grants to training institutions under this proposed program should be administered by a department of the executive branch of the Federal Government, which would issue such regulations and guidelines as necessary to the effective operation of the program. Institutions interested in participating would submit applications to the agency responsible for the administration of the program. Selection among applications would be made with the advice of a panel or panels of experts. Variations among programs would be permissible and expected.

The guidelines and regulations should be sufficiently flexible to allow for changes and innovations in the educational programs over a time span, in order that the programs could apply such new knowledge as those responsible for instruction felt should be included. To be acceptable, however, each institution would have to provide a basic core of preparation and would have to show evidence of being able to provide a sound instructional program. Selection of the students to be given traineeships would be the responsibility of each participating institution. The agency administering the grants would, however, work with the participating institutions in recruitment of potential trainees. A large increase in the number of college graduations is anticipated, beginning in 1968.[1] Such a situation could make available a larger potential supply of counselor trainees than has been available.

The Task Force also recommends that legislation be proposed to establish a series of pilot, experimental, and demonstration projects to plan the preparation of, prepare, and appropriately use the services of counselor support personnel. Such projects could be supported by either grants or contracts. The training could be carried out by educational institutions, community agencies, and other suitable institutions, agencies, or organizations, separately or in combination. Employment could be provided by any of a variety of institutions, agencies, or organizations. Funds for such projects should include stipends for the trainees, allowances for dependents, appropriate reimbursement to the training institutions, as well as any necessary financial assistance to the employing agencies for salaries of the trainees and other expenses in connection with the projects. Funds for research to evaluate all phases of the projects should also be provided. Variations in projects should be sought, such as different methods of training, varying kinds of job duties and levels of job responsibility, different characteristics of trainees, and variations in the population to be served. Only through planned differences in projects, carefully studied and adequately evaluated, will it be possible to compare different patterns of preparation and utilization of counselor support personnel in a systematic manner and to draw informed conclusions concerning optimum methods of preparation and utilization. The basic criterion must be the welfare of the individuals to be served.

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[1] Manpower Report of the President and A Report on Manpower Requirements, Resources, Utilization, and Training by the United States Department of Labor. Washington, D. C.: U.S. Government Printing Office, 1967.

This proposed program of research and demonstration should be administered by a department of the executive branch of the Federal Government. Institutions or agencies interested in participating would apply for grants or contracts and selection among project proposals would be made by the agency responsible for the administration of the program, with the advice of a panel or panels of experts. Project proposals should include plans for training, employment, and evaluation.

The scope of the programs for counselors and for counselor support personnel that have been outlined in the preceding paragraphs necessitates a widely representative advisory council to assist in policy determination.

and in planning. The eventual employers of those prepared with the assistance of these programs will represent a variety of work settings: schools, rehabilitation agencies, hospitals and out-patient clinics, employment offices, and community action agencies, for example. Therefore, the advisory council should be representative of all Federal agencies having responsibility, directly or indirectly, for the provision of counseling services or for research in counseling, either at the Federal level or through federally-assisted programs at State or local levels. The council should also be representative of relevant educational institutions and professional associations. In addition to giving assistance in policy determination and in planning, the council should also evaluate the general adequacy and effectiveness of the counselor and the counselor support personnel programs as conducted by the agencies responsible for their administration and should recommend any necessary changes.[1/] The council could facilitate communication and cooperation among agencies in matters having to do with counseling and would be in an excellent position to make suggestions and recommendations on counseling matters of common concern to a number of agencies.

The agency that would administer the projects for counselor support personnel would not have to be the same agency that would administer the program for counselor preparation. If responsibility was divided between two agencies, the two agencies should work closely together. Therefore, a single advisory council of the kind described in the preceding paragraphs should be established.

[1/] The council would evaluate the two programs of financial assistance in terms of their adequacy in meeting the goals of the proposed legislation. It would not evaluate particular programs and projects receiving the financial assistance.

In the following paragraphs, a draft legislative proposal is presented, as an example of what a comprehensive proposal might look like. Members of the Task Force have discussed an earlier version of a possible bill that was similar to the present version in most, but not all, respects.

A BILL

To increase the general supply of counselors in the Nation by subsidizing the first year of graduate training and to explore through experimental and demonstration projects methods of training and using support personnel for counselors.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the Counselor and Counselor Support Personnel Act of 1967.

DECLARATION OF PURPOSE

SECTION 2. The Congress has undertaken to increase the number of professionally qualified counselors by providing financial assistance in the training of counselors or prospective counselors to work in settings where the need has been especially great. The Congress finds that, although these programs have been and are successful, there is an insufficient number of trained counselors available to work in various settings where counseling services are necessary to implement programs for the vocational development and occupational adjustment of the youth and adults of the Nation.

It is the intent of Congress to further the development of a sufficient supply of professionally qualified counselors by establishing a program to support the training of counselors who will work in any of a variety of settings.

It is also the intent of Congress to explore appropriate ways and means of training and using counselor support personnel by providing for a program of experimental and demonstration projects for this purpose.

TITLE I - COUNSELOR TRAINING

Appropriation Authorization

SECTION 101. There is hereby authorized to be appropriated for the fiscal year ending ______________, the sum of ___________ for the purpose of carrying out the provisions of Title I of this Act. The sum of ___________ for each of the two subsequent fiscal years is also authorized.

Grants for Counselor Training

SECTION 102. From the sums appropriated under Sec 101, the Secretary of Health, Education, and Welfare, with the advice and assistance of the Interagency Advisory Council on Counseling and on Counselor Support Personnel established under Title III, Sec. 301, of this Act and of such panels of experts as may be deemed necessary, shall award grants to public or other nonprofit institutions of higher education for providing one-year traineeships in counseling to individuals who meet the requirements for admission to graduate status in the institutions and who are selected without regard to race, color, creed, or national origin. An amount not exceeding five percent of the funds appropriated for fiscal year ____ and not exceeding ten percent of the funds appropriated for fiscal years____ and ____ may, at the discretion of the Secretary, be awarded to public or other nonprofit institutions of higher education for providing such traineeships in counseling to individuals who do not meet the requirements for admission to graduate status but whom the institution will admit on a provisional basis. Such students shall also be selected without regard to race, color, creed, or national origin.

SECTION 103. (a) The grants to be awarded shall include stipends to trainees and funds to reimburse educational institutions for the expense of training and to assist educational institutions, where necessary, in expanding, strengthening, or developing programs of counselor education and in expanding or developing facilities for counselor education.

(b) No traineeship under the provisions of this Act shall be awarded for a period in excess of one year, and all traineeships must be awarded for support of the first graduate year of counselor education.

(c) The Secretary of Health, Education, and Welfare, with the advice and assistance of the Interagency Advisory Council on Counseling and on Counselor Support Personnel, shall prepare such regulations and/or guidelines as may be necessary for the effective administration of this Title.

TITLE II - EXPERIMENTAL AND DEMONSTRATION PROJECTS FOR COUNSELOR SUPPORT PERSONNEL

Appropriation Authorization

SECTION 201. There is hereby authorized to be appropriated for the fiscal year ending ____________, the sum of __________ for the purpose of carrying out the provisions of Title II of this Act. The sums of __________ for the fiscal year ending ____________, and of __________ for the fiscal year ending ____________ are also authorized.

Grants for Experimental and Demonstration Projects

SECTION 202. From the sums appropriated under Sec. 201, the Secretary of Labor, with the advice and assistance of the Interagency Advisory Council on Counseling and on Counselor Support Personnel established under Title III, Sec. 301, of this Act and of such panels of experts as may be deemed necessary, shall establish a program of experimental, developmental, demonstration, and pilot projects, through grants to or contracts with public or private nonprofit organizations, for the purpose of planning and carrying out projects to select, train, and use various categories of counselor support personnel in appropriately supervised activities and for the purpose of evaluating the effectiveness and utility of such personnel.

SECTION 203. The training of counselor support personnel shall be carried out in institutions of higher education or in other institutions, agencies, or organizations that are qualified to offer training appropriate to the duties and responsibilities for which the trainees are being prepared. Plans for training programs, with specification of the institution, agency, or organization that will undertake the training, will be included, if feasible, in project proposals when they are submitted to the

Secretary of Labor for approval. Plans for utilization and evaluation will also be included, if feasible.

SECTION 204. The Secretary of Labor, with the advice and assistance of the Interagency Advisory Council on Counseling and on Counselor Support Personnel, shall prepare such regulations and/or guidelines as may be necessary for the effective administration of this Title.

TITLE III - INTERAGENCY ADVISORY COUNCIL ON COUNSELING AND ON COUNSELOR SUPPORT PERSONNEL

SECTION 301. (a) The Secretaries of Health, Education, and Welfare and of Labor shall appoint an Interagency Advisory Council on Counseling and on Counselor Support Personnel, which shall consist of fifteen members and which shall be composed of a representative of the counseling and guidance profession from the American Personnel and Guidance Association; the Bureau of Employment Security, the Bureau of Work Programs, and the Office of Manpower Policy, Evaluation, and Research of the U. S. Department of Labor; the Bureau of Indian Affairs of the U. S. Department of the Interior; the Bureau of Prisons of the U. S. Department of Justice; the Office of Economic Opportunity; the U. S. Office of Education and the Vocational Rehabilitation Administration of the U. S. Department of Health, Education, and Welfare; and the Veterans Administration; a representative of counselor training institutions; and four representatives of the general public. From the members appointed to this Council, the Secretary of Health, Education, and Welfare shall designate a Chairman. The Council shall meet as often as may be necessary, but not less than four times, during each calendar year.

(b) The function of the Interagency Advisory Council on Counseling and on Counselor Support Personnel shall be to advise the Secretaries of Health, Education, and Welfare and of Labor with respect to the administration of Titles I and II of this Act. It shall also be the responsibility of the Council to assess the effectiveness of the programs that are carried out under Titles I and II of this Act and report to the Secretaries of Health, Education, and Welfare and of Labor, respectively, its findings and recommendations with respect to future action in the training of counselors and counselor support personnel. The Council shall also have the following responsibilities:

Advise the executive and legislative branches of the Federal Government on budgetary and legislative matters relating to counseling and to counselor support personnel;

Facilitate cooperative interagency action on the provision of counseling services in federally-assisted programs and promote and maintain a high standard of service through such cooperative endeavor;

Study, advise, and make recommendations to constituent agencies for their use in working with Federal, State, or local merit systems in the specification of qualifications for counselors and in the setting of salaries for comparable duties and responsibilities in different work settings;

Study, advise, and recommend to their constituent agencies actions to improve services to counselees, including recommendations concerning workload of counselors and of counselor support personnel, facilities, and equipment; and

Facilitate exchange of information and cooperative working relationships at State and local levels among various agencies or institutions that provide counseling services by encouraging the establishment of State and local committees on counseling representative of the various counseling programs at State and local levels.

(c) The Secretaries of Health, Education, and Welfare and of Labor are authorized to use the services of any member or members of the Council in connection with matters relating to the administration of this Act for such periods, in addition to conference periods, as they may determine, except that the use under this section of the services of any member or members of the Council who are regular full-time employees of the United States is subject to the consent of the employing department or agency.

(d) Members of the Council who are not regular full-time employees of the United States shall be entitled to receive compensation at rates fixed by the Secretary of Health, Education, and Welfare, but not exceeding $100 per day, including travel time, and while so serving away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence as authorized by law (5 U.S.C. 73 b-2) for persons in the Government service employed intermittently and receiving compensation on a per diem, when actually employed, basis.

(e) Those members of the Council who are not regular full-time employees of the United States shall be appointed without regard to the civil service laws.

(f) The Council shall cease to function as of the close of ______________, unless it is extended by some future enactment of the Congress.

TITLE IV - GENERAL RESPONSIBILITY

SECTION 401. (a) The Secretary of Health, Education, and Welfare is responsible for administering the provisions of Title I of this Act, with the advice and assistance of the Council established under Title III, Sec. 301.

(b) The Secretary of Labor is responsible for administering the provisions of Title II of this Act, with the advice and assistance of the Council established under Title III, Sec. 301.

SECTION 402. There are authorized to be appropriated for the fiscal year ending ______________, and for the two subsequent fiscal years, such sums as may be necessary for the cost of administering the provisions of this Act, including the costs of the Council established under Title III, Sec. 301, and of any necessary administrative and clerical staff for the Council.

TITLE V - MISCELLANEOUS PROVISIONS

SECTION 501. Payment under this Act to any institution of higher education or to any other institution, organization, or agency, pursuant to grant or contract may be made in installments, and in advance by way of reimbursement, with necessary adjustments on account of overpayments or underpayments.

SECTION 502. Funds appropriated under Secs. 101 and 201 of this Act shall remain available for one fiscal year beyond that in which appropriated.

SECTION 503. All authority conferred under this Act shall terminate at the close of the fiscal year ending ___________, unless extended by some further enactment of the Congress.

SECTION 504. Nothing contained in this Act shall be construed to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the curriculum, program of instruction, administration, or personnel of any educational institution or other institution, organization or agency that conducts training under the provisions of this Act.

TITLE VI - DEFINITIONS

SECTION 601. As used in this Act -

(a) The term "institution of higher education" means an educational institution in any State which (1) is legally authorized within such State to provide a program of education beyond secondary education, (2) provides an educational program for which it awards a bachelor's degree or provides not less than a two-year program which is acceptable for full credit toward such a degree, (3) is a public or other nonprofit institution, and (4) is accredited by a nationally recognized accrediting agency or association or, if not so accredited, is an institution whose credits are accepted, on transfer, by not less than three institutions which are so accredited, for credit on the same basis as if transferred from an institution so accredited. For purposes of Title I of this Act, such term includes only institutions that provide educational programs for which they award graduate degrees.

(b) The term "nonprofit" means an institution, organization, or agency no part of the net earnings of which inure, or may lawfully inure, to the benefit of any private shareholder or individual.

RESEARCH AND DEVELOPMENT NEEDS IN COUNSELING

Suggestions for Research

It is recommended that research studies on the following topics[1] be undertaken as intramural and/or extramural projects by Federal agencies which carry out or which administer research programs in the behavioral sciences:

1 The attitudes of socioeconomically and educationally disadvantaged persons toward counseling, their perceived need for counseling, expectations from counseling, and satisfaction with counseling, and the relationships of these variables to counseling outcomes and to occupational adjustment and achievement.

2. The effectiveness of using tests in the counseling of socioeconomically and educationally disadvantaged persons versus counseling them without the use of tests.

3. The comparative accuracy of verbal versus nonverbal tests of intellectual functioning as predictors of (a) success in training, and (b) occupational success, with socioeconomically and educationally disadvantaged persons. (Such studies would be of particular interest if contrasts between the predictive effectiveness of oral verbal tests and pictorial nonverbal tests were included in research designs.)

4. Outreach personnel: How long do they remain effective as workers with the disadvantaged? If their acceptance by disadvantaged persons lessens with length of their employment in outreach activities, what are the reasons for this change?

1/ These suggestions are not listed in a proposed order of priority.

5. A comparison of the characteristics and eventual professional performance of persons who receive financial assistance through federally-assisted programs in their professional preparation as counselors, and the characteristics and eventual professional performance of those who do not receive such assistance. (Comparisons would have to be made between groups in the same kind of training programs, such as vocational rehabilitation counselor training, for example.)
6. Studies of what variables and what instruments to assess the variables are used in selection for admission to counselor education programs, and studies of the relationship of various methods of selection to: (a) completion of the educational programs, (b) success in the programs, (c) employment in counseling, (d) continuance in a counseling occupation, and (e) effectiveness as a counselor.
7. A national survey, by work setting and by geographic region or State, of qualifications of persons employed as counselors; the qualification standards for their positions; and whether any, and what proportion of, their professional preparation was carried out with Federal financial assistance.
8. Development of job descriptions for support personnel in counseling and related helping activities. (This should be done as part of the program of experimental and demonstration projects on support personnel that has been proposed in this report.)

9. Research on counselor education and the preparation of counselor support personnel, especially studies to ascertain the most effective combinations, proportions, and sequences of formal course work and supervised training experiences such as field work and practica.
10. Among other topics of present interest and concern on which it is suggested that research be undertaken are: the dimensions of supervisory ratings of counselors and of counselor support personnel; causes of turnover among counselors and among counselor support personnel; length of employment in relation to facilities and professionalization of work setting; roles of, and relationships between, professional counselors and counselor support personnel; optimum ratios of counselors to support personnel of various categories; relationship of professional and administrative personnel in the same work setting.

It is also recommended that a select list of research topics of interest to Federal agencies which engage in counseling or counseling-related activities or have responsibility, directly or indirectly, for such activities be circulated to the chairmen of appropriate graduate departments in universities throughout the United States, as possible subjects for theses and dissertations.

The Task Force's Subcommittee on Research and Development Needs in Counseling, Testing, and Selection reviewed the recommendations made by the Ad Hoc Subcommittee on Research, Experimental and Demonstration Projects Having to Do with Counseling and Selection of the National Manpower Advisory Committee's Panel on Counseling and Selection. The Task Force

Subcommittee considered these recommendations to be comprehensive and important. The recommendations are reproduced in Appendix D of the present report, for the information of participating agencies in the Task Force, and for their use as desired. Research on the rather specific topics suggested by the Task Force and on the more general areas suggested by the ad hoc research committee of the Panel on Counseling and Selection would contribute significantly to the empirical basis for decisions and actions in important aspects of manpower policy and planning.[1]

Collection, Classification, and Dissemination of Information on Counseling Research and Practice

To be used, research findings and experience from practice must be known. Therefore, we should have a system of collecting, classifying, storing, retrieving, and disseminating such information on a current, orderly, comprehensive, and nationwide basis.

Karl Kunze, Chairman of the Ad Hoc Subcommittee on Research of the Panel on Counseling and Selection and also a member of the Interagency Task Force's Subcommittee on Research, suggested a counseling research classification system to the Task Force and also to the Panel. It is reproduced in Appendix E for the information of the agencies and professional associations represented on the Task Force.

Some agencies have already established, or plan to establish, their own systems of research information storage and exchange. An Educational Research Information Center (ERIC) has been established in the Bureau of Research, Office of Education, U.S. Department of Health, Education, and

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[1] We do not imply, of course, that no research has been done on the topics or areas mentioned.

Welfare, with a central office in Washington, D. C. and clearinghouses concerned with particular subject areas at various institutions throughout the country.[1/] Its objective is to provide information on educational research and research-related materials to teachers, administrators, researchers, and others. Recent legislation authorizes the establishment of a research information storage and retrieval system for the Vocational Rehabilitation Administration of the Department of Health, Education, and Welfare. Such constructive steps will expedite the dissemination of research information in counseling and related areas.

The Task Force recommends that a national system of collection, storage, retrieval, and dissemination of information concerning significant findings from research and innovative practice in counseling and guidance, testing, trainee selection, use of counselor support personnel, and related areas be instituted, either through any necessary expansion of an existing system such as ERIC, or by other appropriate means.

[1/] Among the clearinghouses already established are several that are quite relevant to the interests of this Task Force: ERIC Clearinghouse on Counseling and Guidance, Dr. Garry Walz, Director, University of Michigan, Ann Arbor, Michigan; ERIC Clearinghouse on the Disadvantaged, Dr. Edmund W. Gordon, Director, Yeshiva University, New York, New York; ERIC Clearinghouse on School Personnel, Dr. Leonard J. West, Director, City University of New York, New York, New York.

APPENDICES

APPENDIX A

PARTICIPANTS IN THE INTERAGENCY TASK FORCE ON COUNSELING

Chairman

Francis A. Gregory	Office of Manpower Policy, Evaluation, and Research, Manpower Administration, U.S. Department of Labor[1]

Members

Name	Department, Agency, or Organization[2]
Elton Ash	Veterans Administration
Lane C. Ash	Office of Education U.S. Department of Health, Education, and Welfare
Ralph Bedell	Office of Education U.S. Department of Health, Education, and Welfare
Robert S. Bowman	Bureau of Apprenticeship and Training U.S. Department of Labor
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[1] The Office of Manpower Policy, Evaluation, and Research, the Bureau of Apprenticeship and Training, the Neighborhood Youth Corps (now part of the Bureau of Work Programs), and the Bureau of Employment Security are all components of the Manpower Administration, U.S. Department of Labor. In the interest of brevity, the reference is not repeated with each relevant listing.

[2] At the time of participation in Task Force.

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Name	Department, Agency, or Organization[2]
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Frieda Denenmark	Office of Education U.S. Department of Health, Education, and Welfare
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[1] Deceased.

[2] At time of participation in Task Force.

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APPENDIX B

HIGHLIGHTS OF SELECTED FEDERALLY ASSISTED PROGRAMS FOR THE PREPARATION OF COUNSELORS AND COUNSELING PSYCHOLOGISTS [1/]

1. NDEA Counseling and Guidance Institutes (U.S. Department of Health, Education, and Welfare, Office of Education)

The purpose of the NDEA (Title VB) counseling and guidance institutes program is to improve qualifications of individuals who are engaged, or are teachers or instructors preparing to engage, in counseling and guidance of students in elementary, secondary, or higher education (including junior colleges and technical institutes).

The Commissioner of Education arranges for counseling and guidance institutes through grants or contracts with colleges and universities. Institutes are conducted at institutions that have established programs of counselor education, including qualified staff and requisite facilities. Institutes are of two types: short term and regular session. A short-term institute is conducted during a summer session and is 6-10 weeks in length. This type of institute is intended to upgrade the professional qualifications of eligible individuals who have already completed a substantial part of a counselor education program. A regular-session institute ordinarily runs for a full academic year. Some regular-session institutes are designed to enable eligible individuals with little or no counselor preparation to meet entry-level requirements for work in counseling and guidance; other regular-session institutes offer professional preparation beyond that required for entry-level work.

Participants must be persons engaged in counseling and guidance of students in elementary or secondary schools or in institutions of higher education, who are in need of improved qualifications for this work, or they must be teachers in such schools preparing to engage in counseling and guidance of students. To meet the condition, "preparing to engage in counseling and guidance," the person must be regularly engaged on a full-time basis in classroom teaching and must furnish satisfactory evidence of intention to do counseling and guidance at a specified educational level for which the institute is providing instruction.

A participant must have attained at least the bachelor's degree; some institutions require a more advanced educational level. Requirements vary with the prerequisites established by the institution conducting the institute. All participants must meet applicable eligibility requirements. The director of the institute has the responsibility for selecting those who will participate. Criteria for selection and the method of selection

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[1/] Adapted from a paper prepared by William G. Torpey in December 1965 for the Task Force.

are developed by the sponsoring institution and are incorporated in the provisions of the contract or grant between the institution and the U.S. Office of Education.

Each individual who attends an institute is eligible to receive a stipend at the rate of $75 per week plus $15 per week for each dependent while in attendance. Participants must pay for their own housing, food, travel, and such textbooks as the director of the institute requires of all participants; however, they do not pay tuition or other fees. Institutions grant academic credit for attendance in accordance with their usual practice, upon satisfactory completion of the work.

2. NDEA Title IV Fellowship Program (U.S. Department of Health, Education, and Welfare, Office of Education)

The objectives of the graduate fellowship program are (a) to increase the number of persons interested in, and trained for, professional careers as college or university teachers; (b) to encourage the development and full utilization of the capacities of new, expanded, and ongoing graduate study programs leading to the doctorate; and (c) to promote a wider geographical distribution of graduate study programs leading to the degree of doctor of philosophy or its equivalent. In seeking to achieve these objectives, the U.S. Office of Education allocates fellowships to eligible graduate institutions in such ways as to effect an expansion in the enrollment of full-time students and to provide opportunities for the growth and development of graduate study programs of excellence.

Fellowships, which are awarded only for programs leading to the doctor of philosophy degree or its equivalent, are allocated to an institution on the basis of a single institutional application encompassing all of the graduate study programs for which fellowships are requested. For the fall term of 1966, a total of 6,000 fellowships will be allocated (subject to congressional appropriation of funds); of this total, no fewer than 2,000 will be allocated for award to students enrolled in new or expanded graduate study programs.

Since the establishment of this program, a portion of the fellowships has been awarded for graduate study in counseling and guidance, in educational psychology, and in elementary and secondary education (including phases related to counseling and guidance). Fellowships are awarded only to persons interested in teaching or continuing to teach in institutions of higher education and pursuing or intending to pursue a course of study leading to the doctoral degree.

Each fellowship provides the following stipends to the holder: for first year of tenure, $2,000 for the academic year; for second year of tenure, $2,200 for the academic year; and for third year of tenure, $2,400 for the academic year. In addition, a fellowship holder may be given a supplementary stipend of $400 for study beyond the regular academic year. Each fellowship provides an allowance of $400 per academic year for each legal dependent of the fellow, plus an additional allowance of $100 for each such dependent for those periods during which the fellow is receiving a supplementary stipend. Each fellowship also provides an allowance of $2,500 per year to the institution at which the fellow is registered and actively using his fellowship; this sum is subject to deduction of any instructional fee or fees charged directly to the fellow.

3. Graduate Training Program in Rehabilitation Counseling (U.S. Department of Health Education, and Welfare, Vocational Rehabilitation Administration)

The purpose of the Vocational Rehabilitation Administration's traineeship program in rehabilitation counseling is to increase the supply of qualified rehabilitation counselors for employment in State vocational rehabilitation agencies, rehabilitation centers, and other community agencies conducting rehabilitation programs for disabled persons.[1] As of September 1, 1966, 61 colleges and universities were conducting graduate training programs in rehabilitation counseling with partial financial assistance from the Vocational Rehabilitation Administration. A master's degree or a certificate in rehabilitation counseling (for those having a master's degree in a related field) is offered in these programs, 17 of which also offer doctoral-level training in rehabilitation counseling.

VRA traineeships are available to students enrolled in rehabilitation counseling training programs that are receiving grants from the Vocational Rehabilitation Administration. A person who is interested in a traineeship must apply to the institution or agency which has received a VRA grant for such training. Traineeships may be awarded to individuals: (a) who have been admitted as full-time graduate students to the institution's rehabilitation counselor training program; (b) who are interested in a career in rehabilitation of physically or mentally disabled persons, at the clinical practice level or in administration, supervision, teaching, or research in rehabilitation; (c) who expect to seek employment as a rehabilitation counselor in the State-Federal vocational rehabilitation program or in a rehabilitation agency from which the State agency may secure services, and who meet certain other requirements.

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[1] The Vocational Rehabilitation Administration supports programs of training in other rehabilitation-related occupations also, but only their programs in rehabilitation counseling are pertinent to the work of this Task Force.

A traineeship is provided for an annual unit of training, which may be a full calendar year or an academic year of two semesters or three quarters, depending upon the school's training plan. No person may receive a traineeship for a period longer than four years. Four levels of traineeship have been established, corresponding to the years of graduate study; the stipend ranges from $1,800 (level 1, first graduate year) to $3,400 (level 4, fourth graduate year). The standard charge for tuition and registration fees are also paid by the Vocational Rehabilitation Administration. A $500 dependency allowance is also paid, where applicable, at doctoral levels 3 and 4.

4. Psychology Training Program (Veterans Administration, Department of Medicine and Surgery)

The objective of the Veterans Administration psychology training program is to provide qualified psychologists to fill regular full-time staff positions in the Veterans Administration. However, acceptance of a position with the Veterans Administration upon completion of training is not obligatory. The program is conducted in cooperation with universities approved by the American Psychological Association for doctoral training in clinical and/or counseling psychology. Currently, 70 universities have such approval for doctoral programs in clinical psychology and 23 for doctoral programs in counseling psychology.

There are two methods of financial assistance in the Veterans Administration psychology training program: a stipend or an assistantship. Stipends are determined for a 12-month period, as follows: first year - $3,500; second year - $4,500; third year - $5,500; and fourth year - $6,500. Assistantships, which require a minimum training assignment of 32 hours per week for 6 months, are compensated on an hourly basis, proportionate to full-time salary, as follows: second year - $6,877 ($3.31 per hour); third year - $7,696 ($3.70 per hour); fourth year - $8,218 ($3.95 per hour); and postdoctoral - $8,479 ($4.07 per hour).

Candidates for the Veterans Administration psychology training program are initially selected by the departments of psychology of the approved universities and selected applicants are then referred to a VA Station Psychology Training Committee for approval. Applicants must have a bachelor's degree from an accredited college or university, and those who are accepted may enter the program at the first-, second-, third-, or fourth-year level, depending upon the amount of graduate work and experience they have. Trainees at the postdoctoral level must be sponsored by a university having an APA-approved doctoral program in psychology.

APPENDIX C

SUPPORT PERSONNEL FOR THE COUNSELOR: THEIR TECHNICAL AND NON-TECHNICAL ROLES AND PREPARATION 1/

A Statement of Policy Adopted by the
American Personnel and Guidance Association
November, 1966

Rationale for Support Personnel for Counselors

The extensive forces for change in American society are having critical impact upon our educational, manpower, welfare and other institutions. A growing series of federal laws assigns a fundamental and greatly broadened role to the counseling and guidance movement in meeting the needs of additional groups of people in a variety of life situations. The problems of helping people progress in education, and relate themselves to productive work, requires professionals and para-professionals to do different tasks, with various skills.

Recent federal legislation, creating greatly increased demand for personnel to provide relevant services, includes the Manpower Development and Training Act, the Economic Opportunity Act, the Vocational Education Act, amendments to the National Defense Education Act, amendments to the Vocational Rehabilitation Act, the Elementary and Secondary Education Act, and the so-called "Cold War G.I. Bill." These necessitate new approaches to the provision of services so as to make more efficient and effective use of personnel now providing these services.

This has resulted in the development of a new group of personnel positions which are variously referred to as auxiliary, technical, non-professional, para-professional, or support personnel. The concept of such positions is not new. It has been accepted by many professional groups. However, the systematic programming of support

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1/ From The Personnel and Guidance Journal, Volume 45, No. 8, April 1967, pp. 858-861. The APGA Professional Preparation and Standards Committee: R. Wray Strowig, Chairman, Collins W. Burnett, Robert Callis, Josiah Dilley, Gerald Dudley, Willis Dugan, Arthur Hitchcock, Kenneth B. Hoyt, Walter F. Johnson, Louis J. Karmel, Emery G. Kennedy, Ted Landsman, John E. Muthard, Clyde A. Parker, Eldon E. Ruff, Richard H. Rundquist, Joseph Samler, C. Winfield Scott, Richard W. Thoreson; Sub-Committee on Support Personnel: Emery G. Kennedy, Chairman, Hubert Houghton, John McGowan, James Northrop, David Pritchard, Donald Robinson, Richard Rundquist, R. Wray Strowig, Robert Walker.

personnel roles is new in connection with the work of the counselor.

It is necessary first to consider previously published policy statements which outline the role and functions of professional counselors before we can determine the duties of support personnel. A general policy statement has been prepared by the Professional Preparation and Standards Committee of APGA, and several of the divisions have published policy statements concerned with the work of the counselor in specific settings.

These reports and a series of related articles on counselor role and function have been published in a manual entitled Counseling, A Growing Profession.*

It is the position of the Association that appropriately prepared support personnel, under the supervision of the counselor, can contribute to meeting counselees' needs by enhancing the work of the counselor. The appropriate use of such personnel will facilitate the work of the counselor and make the total endeavor more effective.

Guiding Principles

It is the purpose of this document to identify the principles and concepts that undergird the roles and preparation of support personnel. It provides guidelines for the development of specific functions within specific settings. There is no intention of providing detailed job descriptions for such personnel. This document, however, should provide guidelines for the development of such job descriptions.

The concept of support personnel does not refer to reciprocal lateral relationships between the counselor and collaborating occupations, such as social workers, psychologists, physicians, or placement directors.

This statement deals only with a discussion of relationships between the counselor and various support personnel. This approach is not based upon a lack of interest and/or understanding of the importance of "reciprocal lateral relationships between the counselor and collaborating occupations." It is based upon a recognition of the importance and scope of such relationships, which means that each of these occupations may establish policies relative to support personnel, and finally that the concept of reciprocal relationships is by itself quite worthy of separate research and study.

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*Loughary, J.W. (Ed.) American Personnel and Guidance Association, 1605 New Hampshire Ave., N.W., Washington, D.C.; 1965.

Career patterns must also be considered in delineating between the counselor and support personnel. Support personnel jobs may or may not be terminal. In the event that support personnel wish to be upgraded to full professional status, it is to be understood that they must meet the necessary academic and personal characteristics of professional counselors.

Even though agency policy and hiring practices may ultimately determine the actual role of support personnel, the counselor must have a voice in determining what specific duties can be performed by such personnel. There are certain services, such as the establishment of a formal counseling relationship, for which the counselor must maintain responsibility and which only a counselor can provide. There are certain other services--such as orientation, outreach and recruitment activities, follow-up, development of job readiness, and improvement of personal appearance--which may be more appropriately provided by specially oriented and adequately prepared support personnel. It is essential that a coordinated pattern of professional and support services be provided.

The activities of support personnel differ from the work of the counselor in several basic respects:

1. The counselor performs the counseling function described in the professional policy statements cited above, while support personnel may perform important and necessary activities that contribute to the overall service.

2. The work of the counselor involves synthesis and integration of interrelated parts of the total range of services with, and in behalf of, the counselee. The work of support personnel tends toward the particular and becomes an integral part of the larger whole only as this is developed under the leadership of the counselor.

3. The counselor bases his performance on the use of relevant theory, authoritative knowledge of effective procedures, and evaluation of the total endeavor. Functions of support personnel are characterized by more limited theoretical background and specialization in one or more support functions.

Typical Activities of Support Personnel

The role of the counselor is subtly but constantly changing, a fact that is characteristic of any dynamic profession. Since the definition of roles for support personnel is dependent on their relationship to the counselor's role it is inevitable that support personnel roles will also change Today, however, it is advisable to consider an analysis of the total complex of roles and responsibilities involved, in order to identify supporting activities or duties that may be performed satisfactorily by support personnel rather than by the counselor. Such activities or duties are related to specific clusters, which may be called functions, in the total complex of the professional role.

The performance of identified activities by support personnel will contribute to the work of the counselor Sometimes the tasks supportive of counselor functions are assigned to persons who are not working in support personnel positions. It should be noted that nothing in this paper should be construed as meaning that support personnel should take the place, or responsibility, of the counselor. On other occasions, enough supporting activities can be logically related to constitute a full-time support personnel position. The counselor is nevertheless responsible for incorporating all such tasks into a meaningful pattern of services to the counselee.

Direct Helping Relationships

A number of support personnel activities involve direct person-to-person helping relationships, but they are not identical or equivalent to counseling as conducted by the counselor Prominent among these functions and activities would be the following:

1. Individual Interviewing Function:

   a Secure information from an interviewee by means of a semi-structured or structured interview schedule. The information elicited would tend to be factual and limited in nature.

   b. Give information prepared in advance and approved by the counselor for its appropriateness for the interviewee. Such information would usually be factual rather than interpretative.

   c. Explain in practical lay terms the purposes and procedures involved in the services to the counselee.

- d. Engage the counselee in informal, casual discussion as a means of putting him at ease and establishing an openness to counseling. Such a dyadic activity may be especially important when performed by an interviewer who is making initial contact with potential counselees who are hostile toward, or apprehensive of, counseling.
- e Provide informal follow-up support to a former counselee.

2. Small-Group Interviewing or Discussion Function:

- a. In structured groups with a largely pre-planned program, guide discussions as a discussion leader.
- b. Describe staff and material available to the group as an information resource person, or tell the group how and where to acquire needed resources.
- c. Act as recorder in a variety of small-group discussion or counseling situations, under the supervision of the counselor.
- d. Observe verbal and nonverbal interaction in groups, following predetermined cues and procedures for making observations.
- e. Participate in informal superficial social conversation in a small group of counselees to help put them at ease and to establish the beginning of helping relationships that may be provided by forthcoming counseling.
- f. Informally provide information and support to former counselees.
- g. Perform outreach activities.

Indirect Helping Relationships

Most of the activities of support personnel appear to provide help indirectly rather than directly to counselees even though some of these activities do involve face-to-face relationships with counselees. Among the functions and activities may be these:

1. Information Gathering and Processing Function:

- a. Administer, score, and profile routine standardized tests and other appraisal instruments (nonclinical type).
- b. Obtain and maintain routine information on the scope and character of the world of work with current reference to employment trends, in accordance with instructions estab-

lished by the counselor.

c. Contact various sources for needed records and related information relevant to counseling.

d. Search for new sources of information about counselees and/or the environment, under direction of the counselor.

e. Prepare educational occupational, and personal-social information for visual-auditory verbal and graphic presentation or transmittal to others for use, in accordance with instructions established by the counselor.

f. Under the counselor's supervision, search for new sources to which the counselee may be referred.

g. Secure specific special information about former counselees upon request and under the supervision of the counselor.

h. Operate technical communications media involving printed and electronic processes of a visual-auditory nature for the counselee's benefit.

2. Referral Function:

a Initiate general contacts with specific referral agencies.

b. Initiate contact for specific individuals with given referral agencies

c. Aid individuals in making proper contact with referral agencies.

3. Placement and Routine Follow-up Function:

a. Through appropriate channels, establish and maintain working relationships with organized placement agencies in the community.

b. Develop specific placement opportunities (under the supervision of the counselor) for the individual cases not handled through cooperation with other placement agencies.

c. Maintain continuous surveys of placement conditions and trends as requested by the counselor.

d Search for new placement resources that may be useful to counselees.

e. Secure follow-up information of a routine nature according to a general follow-up plan.

4. Program Planning and Management Function:

   a. Perform routine collecting and analytical statistical operations as a research assistant.

   b. Procure and prepare supplies of materials of various sorts for the counselor.

   c. Prepare standardized reports of contacts with counselees, potential counselees, referral, placement and follow-up agencies and persons.

   d. Maintain appropriate personnel and information records for the counselor.

   e. Supervise and coordinate the activities of clerical or other skilled personnel under the general supervision of the counselor.

The Preparation of Support Personnel

The preparation of support personnel will vary according to a number of factors. Among those that must be considered are the following:

1. People who wish to become support personnel must be selected for their potential ability to perform specific duties, and for their suitability for working with counselors and counselees in particular settings. Selection must not be restricted to those who may be capable of earning academic degrees since, in actual practice, many of these positions may be terminal in nature. Such people will come from a wide variety of educational and experiential backgrounds.

It may be possible to find people who already possess the necessary competencies, depending upon the local setting and the accumulation and organization of specific duties and/or tasks into payroll jobs. Preplanning by supervising counselors and agency, or institutional, administrative personnel, relative to the development of support personnel payroll jobs, will be imperative.

2. The duration of pre-service preparation for support personnel will be fairly brief compared to that of the counselor, that is, a matter of weeks or months, compared to years. In-service preparation of support personnel on the job is essential to the ultimate success of the program. Such preparation should be initiated

on a carefully planned basis.

3. The activities to be learned may be rather concrete and specific. In most cases this will imply an inductive approach to the development of background, theoretical, and philosophical understandings. There may be a necessary emphasis upon frequent practice or drill. The preparation must utilize field settings and/or laboratory simulations.

4. At least the final portions of a preparation program must involve opportunities to work under the field supervision of counselors. There should be supervised preparation as members of a team of support personnel.

5. The staff for support personnel preparation programs should include experienced, highly successful support personnel, counselors, and counselor educators.

6. It would be advantageous to support personnel preparation programs and to counselor education programs if they could be coordinated in terms of content, time, and physical proximity.

APPENDIX D

ANNEX 5 TO REPORT AND RECOMMENDATIONS, SIXTH MEETING OF NATIONAL MANPOWER ADVISORY COMMITTEE'S PANEL ON COUNSELING AND SELECTION
November 5-6, 1965

Report of the Ad Hoc Subcommittee on Research, Experimental, and Demonstration Projects Having to do with Counseling and Selection

At the fifth meeting of the Panel on Counseling and Selection on February 19-20, 1965, the Panel recommended:

> "That an Ad Hoc subcommittee of this Panel be appointed to meet one or more times during the next few months, and to confer with appropriate staff as desirable to develop suggestions as to kinds of research, experimental, and demonstration projects which should be undertaken in the areas of interviewing, counseling and selection."

The Ad Hoc Subcommittee, consisting of Drs. Stewart C. Hulslander and Albert S. Thompson and Mr. Karl R. Kunze, Chairman, has met and has drafted its recommendations. The Subcommittee recommends for the Panel's consideration:

I. That the research recommendations of the Invitational Conference on Government-University Relations in the Professional Preparation and Employment of Counselors be given full support.

Comment: Ad Hoc Subcommittee members share the opinion that the research recommendations emerging from this conference were all noteworthy. Of special relevance to this Subcommittee's work were the suggestions having to do with projections of the supply and demand of counselors, the definition of counselor classifications, and the education and supervision of counselors.

II. Recommendation: That job analyses be made of the counseling functions and responsibilities of counselors in the various settings and programs in order to:

a. identify appropriate levels of counselor roles

b. specify the professional skills and knowledge required at each level

c. clarify the nature of professional and administrative supervision required at each level.

Comment: The term "counseling" has a wide connotation and has come to represent a variety of roles and functions, ranging from an intensive one-to-one long-term relationship between a client and a highly-trained professional worker to a short-term information-exchange contact between peers.

All kinds of help are necessary at the present time to facilitate the personal, social, and career development of the disadvantaged and others for whom MDTA and other programs are provided. What is needed is a clearer description of these helping activities, the kinds and levels of special training necessary to perform them effectively and the supervisory relationships required to insure sound counseling practice.

Analysis of counseling activities and processes, rather than the traditional industrial-type job analysis, are needed. Emphasis should be upon the services being rendered, the frequency and intensity of contact, the kind of counselor intervention involved, etc., rather than on a simple description of "work performed."

III. Recommendation: That a careful study be made of the "patterns of counseling" being used in various settings in order to identify the varieties of program situations in which counseling takes place.

Comment: This study is the other-side-of-the-coin from the preceding study. Here the emphasis is upon the client and what help he is receiving rather than upon the counselor and his functions. For example, during the first three months at a Job Corps Center, what kinds of "counseling" does a trainee receive, from whom, to what end, in what setting, etc. What counseling does the "client" think has been helpful to him, whom does he perceive as his "counselor", etc.

IV. That research be conducted on the effectiveness of different approaches available to counselors in the development of a constructive and responsive interpersonal relationship with counselees.

Comment: There is evidence that favorable relationships can emerge from informally developed social circumstances participated in by both the counselor and the subject. Also there are findings to the effect that some minorities have strong matriarchal ties which tend to inhibit the creation of close man-to-man relationships frequently essential in some counseling. The Subcommittee suggests that systematic studies be made of some of these more recent approaches to rapport establishment.

V. That more research be conducted on core aspects of counseling.

Comment: In its recent study of government research on counseling and selection, this Ad Hoc Subcommittee became aware of a substantial amount of research under way in fields closely related to, but not within the core of the counseling process: individual assessment, training and retraining, placement, problems of particular groups, and so on. This Subcommittee suggests that such basic aspects as interpersonal relationships, communicating, problem solving, decision-making, and career planning in counseling be the subject of research.

VI. That there is need for longitudinal studies having to do with counseling and with the effects of counseling.

Comment: Vocational counseling may be considered as a means for bringing about some kind of change--in the counselee, in the kind and amount of help he receives in his preparation for work, and in his later job success. Job preparation, vocational adjustment and readjustment, and career determination are processes with which the counselor is concerned. They are processes in which fruition requires the passage of time. Some counseling research having to do with immediate and intermediate criteria have been noted by this Subcommittee. However, outcomes and patterns of development of individuals at various periods of time should serve as the basis for evaluation. The Subcommittee suggests that attention be given to the feasibility of long-term longitudinal research projects.

VII. That research be conducted to test the merits of counseling individuals in group situations as a supplementary or added dimension of individual counseling in the following settings:

A. Group Guidance, a counselor-group setting characterized by presence of heterogeneous problems among the members. Here, there may be little interaction between individuals (who would instead be receiving occupational or other relevant information, motivational influences, etc.).

B. Multiple Counseling, a counselor-group situation characterized by the presence of common elements or problems among the members (who would be interacting to characteristics, conditions possessed by all).

C. Referral Counseling, the organized use of one or more selected persons, in addition to the counselor, who may assist individuals, or group of individuals in various group guidance or multiple counseling settings.

Comment: The complexity and variability of the learning process and other unique characteristics among individuals suggests the desirability of testing a variety of means for counseling individuals or groups of individuals, in addition to the conventional counselor-counselee relationship.

It is suggested that research in these areas be directed to the change characteristics of individuals rather than to time saving economies.

VIII. That research be conducted in areas needed to provide more accurate translation of occupational requirements into educational and training content.

Comment: Current and projected requirements are needed for various occupations, expressed in terms of basic elements underlying the stated requirements, which may be readily identified with similar basic elements of education and training content.

Such requirements and their basic elements might be expressed at various levels of sophistication to provide greater opportunity for students at all educational levels to develop improved understandings of the relationship between themselves, their school experience, and their potential work world.

If projections are made solely in terms of occupations, the large numbers being dealt with become confusing to the counselor, and particularly to the person preparing for a career. Further, quite radical changes of job content can occur with little or no accompanying change in basic requirements. A simpler and more accurate approach to occupational forecasting for counseling purposes might well be to use educational and job skill clusters to depict requirements for relatively homogeneous job families. An ultimate goal of this approach would be to have employers and counselors talking the same language (that is, talking about the same requirements--using the same concepts).

IX. Recommendation: That research be directed toward a clearer understanding of the meaning of work to the target populations through a study of attitudes toward job, self-concept as a worker, need for long-term planning, delay of present gratification for future gain, etc.

Comment: Much of the thinking underlying current programs is based on traditional work-oriented, middle-class attitudes. The success or failure of a given program will depend in large part upon how wide-spread these attitudes are in the target populations, on how well they can be developed, or even whether it is reasonable to assume their development as an appropriate goal.

For the first time in our history, contact has been made with large groups of young adults from a wide variety of economic and cultural backgrounds. Here is an excellent opportunity to obtain highly significant information in order to work more effectively with them in their personal and social development.

X. That government agencies engaged in counseling, selection, testing, interviewing, placement, training, educational and other related research, experimental or demonstration projects establish a communication system through which each agency will be kept informed of all projects of other agencies:

1. In the planning stage

2. In process

3. Completed

Comment: Some of the research and similar activities are now being abstracted by different agencies and in nearly the same format. Little additional effort and cost should be required to create a simple systematic information exchange system. This Subcommittee suggests that the USDL-HEW and the OEO collectively assume the initiative with this project. Later, when the value of this system has been determined, consideration should be given to a computerized information retrieval system.

Germane to this recommendation is a statement by Dr. R. W. Fleming, a member of the National Manpower Advisory Committee's Subcommittee on Research: "So many bureaus, departments, and agencies have a hand in the manpower field that overlap is inevitable." This alone may not be so bad, but one gets the feeling that there is a lack of coordination in the various areas which considerably reduces the effectiveness of all the programs.

XI. That personal biographical data, kinds and amount of cultural and educational experience, family and general environmental factors and other non-test factors, be studied as influential variables in the training and occupational success of disadvantaged people.

Comment: This Subcommittee recently heard reports of several BES research efforts to adapt existing and to create new tests for measuring aptitudes, intelligence, and interests of minorities. The Subcommittee believes this research is worthwhile and should be continued. However it also believes that great imagination and creativity, and much research are necessary if we are to understand to any usable extent, variables associated with training and occupational success and failure in the disadvantaged person. Undoubtedly the findings of research of this nature would be germane to the work of the counselor.

XII. That there is need for more research, carefully structured in advance, using specifically classified groups and subgroups.

Comment: Much of the early manpower research was quite appropriately of an informational or descriptive nature. At that time there was need to know what was going on, what kinds of people were most affected by prevailing adverse conditions, what these people were like in terms of their characteristics and surroundings, and what quick and useful answers were available to mitigate current pressing problems. However, now there is need for greater specificity, for assurance that remedial actions applied to other people in the same groups or subgroups will have a reasonable probability of success.

A major question, in general terms, is how can unemployed people (or particular groups and with particular attributes) become placed into appropriate occupations through the use of effective intervening processes (interviewing, testing, counseling, training, educating). There is need for predictive studies that will throw light on questions like: what is the probability of successfully placing X kind of people into Y kind of occupations if we use Z kind of processes? That is, we should not just describe a program, or just describe the unemployed, we should instead describe a kind of unemployed of a defined program, and state the outcome.

We must study all three aspects. What are the characteristics of the unemployed? What are the characteristics of the jobs for which specific kinds of unemployed people are being considered? What are the most effective processes to effect a transition from unemployment to employment?

Of relevance here is an observation of Dr. Eli Ginzberg at the recent Airlie Conference of the Research Subcommittee:

> "There is need to move to disaggregate studies of disadvantaged groups. There is little or no point in dealing with older persons, Negroes, women as homogeneous groups."

XIII. That studies be conducted concerning the counseling and retraining of employed persons who face unemployment because of changing job requirements and content.

Comment: As it should be, a substantial amount of research focuses its attention onto the unemployed person and onto the processes that help him qualify for work.

However, the nation's economic progress can be seriously impeded if the time-consuming processes of recruitment, counseling, retraining, and so on are called into play only after the worker becomes an unemployment statistic. The consequence of this late start is of course the loss of production because of job openings which cannot be filled by qualified applicants. To help bring about the timely availability of qualified persons during this period of rapid job change, it is recommended that feasibility studies be made of the early identification of workers facing imminent job loss, and of the counseling and training necessary to bring about readiness for job change for such people.

XIV. That the Subcommittee on Research include in its membership an authority in the counseling field.

Comment: There is an increasing number of federal projects calling for the interviewing, testing, counseling, training, and placement of individuals. A professional counselor would be familiar with these processes and their inter-relationships. Further, there is a substantial need for well-directed, coordinated research in the counseling field, as suggested by the report of this Subcommittee.

XV. That certain Experimental and Demonstration Projects be utilized to replicate completed research and E and D projects.

Comment: It is this Ad Hoc Subcommittee's opinion that such utilization would prove beneficial in many ways: to validate research, to place it into operation, to try out remedial actions, and to develop certain aspects of the research. A recent OMAT report indicates that of the 100 contracts negotiated to date, 35 have been completed. Subcommittee members share the opinion that now would be a propitious time to evaluate completed research and to place selected research into effect.

XVI. Recommendation: It is recommended that the Bureau of the Budget, the organization exercising guidance over the collection and dissemination of government data, cause the establishment of a repository for all research, experimental, and demonstration project findings, in counseling, selection, and related subjects. Additionally, it is recommended that the Subcommittee on Counseling Research of the Interagency Task Force on the Supply, Preparation, and Utilization of Counselors and Related Personnel and the Coordination of Counseling Services be charged with the responsibility of assisting in the coordination and planning of such research. Finally, it is recommended that each major government research organization appoint a staff person possessing professional qualifications in counseling whose duties will be to collaborate with other organizations on research, experimental, and demonstration developments and to play an integrative role in inter- and intra-organization research and related activities.

Karl R. Kunze, Chairman
Ad Hoc Subcommittee on Research,
Panel on Counseling and Selection,
National Manpower Advisory Committee

November 6, 1965

APPENDIX E

A COUNSELING RESEARCH CLASSIFICATION SYSTEM

Prepared by Karl R. Kunze for the Subcommittee on Research and Development Needs in Counseling, Testing, and Selection

Introduction

The accompanying counseling classification system is a by-product of Mr. Kunze's review of counseling-related research that is conducted or sponsored by the Federal Government, which was carried out for the National Manpower Advisory Committee's Panel on Counseling and Selection. It is offered as a stimulus for further thought; prior to the development or adoption of any system, existing pertinent classification systems should be reviewed and suggestions from agencies that now have information storage and retrieval systems in relevant areas should be obtained.

In the counseling classification system presented here, the topics are grouped into three main headings: people, processes, and occupations.

One advantage of a simple three-way system over one having a large number of main breakdowns is that if the items are distributed over a three-dimensional structure or cube, one can visually identify new combinations that have in the past been overlooked. Each dimension can be thought of as a discrete series of independent variables impinging upon other variables. Such use of a three-dimensional schematic would produce some meaningless combinations but might also uncover some that would have significant research potential, and further might well reveal important areas that have been overlooked.

The classification system can be converted directly to machine retrieval. This can be accomplished by assigning "Field", "Group", and "Subgroup" digits; such as:

Field 1 - People
  Group 01 - Whole populations
    Subgroup 02 - Employed

Code 10102 in the above example represents that portion of people, in a whole population, who are employed. It can be crossed, by way of example, with 20301 (individual counseling processes) and 308 (job satisfactions and dissatisfactions) to retrieve reports on:

job satisfactions and dissatisfactions determined through counseling of employed people
and
individual counseling processes for determining job

satisfactions and dissatisfactions of employed people.

Then five digits would be adequate for each major category (people, processes, and occupations). Ninety-nine other descriptions could be added through the use of two additional digits, if a further subgrouping is desired. With the addition of other fields, groups, and subgroups, this system could be expanded to cover the entire counseling field. Moreover, the initial design of this system could be such that it might later be converted into a manpower classification system.

Vocational Counseling Research Classification System

1. People

01. General populations--the potential labor force

01. Whole
02. Employed
03. Unemployed
04. Armed Forces

02. Specific populations or groups

(research concerned primarily with deficiencies, number 1 through 50)

01. Disadvantaged
02. Dropouts
03. Minorities
04. Mentally handicapped
05. Physically handicapped
06. Hard-core unemployed
07. Delinquents
08. Others (to be listed and coded)

(research not concerned primarily with deficiencies, numbers 51 through 99)

51. Nondisadvantaged
52. School graduates (high school, college, etc.)
53. Whites, Caucasians, non-minorities, etc.
54. Mentally average or superior
55. Non-physically handicapped
56. Temporarily or sporadically unemployed
57. Nondelinquents
58. Underplaced, underutilized
59. Specific occupational groups (unskilled, semi-skilled, skilled, technical, engineering, scientific, factory, clerical, service, etc.)
60. Others (to be listed and coded)

03. Effect of environment (on people)

    01. Economic
    02. Demographic
    03. Geographic (including mobility)
    04. Community, institutions
    05. Family, peers, father's occupational status, etc.

    (from this point on, individual "people" attributes)

04. Age

    01. Youth
    02. Middle aged
    03. Older people

05. Sex

    01. Males
    02. Females
    03. Both sexes

06. Intelligence

07. Aptitudes

08. Attitudes and Interests

09. Motivations

    01. Motivations--general
    02. Meaning of work
    03. Self-concept (sense of worth, self-perception)
    04. Aspirations

10. Personal factors--personality

11. Educational achievement

    01. General education
    02. Vocational and job skill training
    03. Avocational pursuits

12. Work factors

    01. Work experience
    02. Work capability: skills and knowledge

2. Processes

(processes directly affecting the person numbered 01 through 50)

01. Education

02 Vocational education and training

- 01. Broad vocational--basic skills and knowledge
- 02. Specific job skills training and retraining
- 03. Internship and on-the-job training
- 04. Vestibule training
- 05. Apprenticeship training
- 06. Rehabilitation training
- 07. Training techniques (programmed instruction, etc.)
- 08. Other forms (to be listed and coded)

03. Counseling

- 01. Individual
- 02. Group
- 03. Counseling processes
- 04. Rapport & interpersonal relationships
- 05. Communicating (including informing, persuading)
- 06. Interviewing
- 07. Evaluating (including testing)
- 08. Use of peers
- 09. Use of noncounselor experts
- 10. Other forms of (to be listed and coded)

04. Recruitment

- 01. For training or retraining
- 02. For counseling (including "outreach" processes)
- 03. For job placement

05. Selection

06. Placement

07. Career determination

- 01. Occupational choice
- 02. Specific job selection
- 03. Career planning and preparation

(processes, and nonprocess subjects, indirectly affecting the person, numbered 51 through 99)

51. Manpower forecasting, determination of present and future job opportunities

52. Job analysis, job descriptions, functions and responsibility of the counselor

53. Projections of supply and demand for counselors

3. Occupations

01. Job acquisition, job opportunities
02. Job loss, displacement
03. Wage and salary factors (including fringe benefits)
04. Job image--status
05. Job content
06. Job requirements (including changing job requirements)
07. Job environment (including working conditions, kinds of work associates, hours of work)
08. Job satisfactions and dissatisfactions
09. Job categories or families

    01. Job groupings or clusters
    02. Common job elements
    03. Interjob transfer possibilities

10. Promotional opportunities (within a job or job family)
11. Other factors (to be listed and coded)